CLERK'S COPY.

TRANSCRIPT OF RECORD

Supreme Court of the United States

OCTOBER TERM, 1940

No. 92

FLORENCE GUGGENHEIM, PETITIONER,

28.

ALMON Q. RASQUIN, INDIVIDUALLY AND AS UNITED STATES COLLECTOR OF INTERNAL REVENUE FOR THE FIRST DISTRICT OF NEW YORK

ON WRIT OF CERTIORARI TO THE UNITED STATES CIRCUIT COURT OF APPEALS FOR THE SECOND CIRCUIT

> PETITION FOR CERTIORARI FILED MAY 21, 1940. CERTIORARI GRANTED OCTOBER 14, 1940.

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SUPREME COURT OF THE UNITED STATES

OCTOBER TERM, 1940

No. 92

FLORENCE GUGGENHEIM, PETITIONER,

vs.

ALMON Q. RASQUIN, INDIVIDUALLY AND AS UNITED STATES COLLECTOR OF INTERNAL REVENUE FOR THE FIRST DISTRICT OF NEW YORK

ON WRIT OF CERTIORARI TO THE UNITED STATES CIRCUIT COURT
OF APPEALS FOR THE SECOND CIRCUIT

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IN UNITED STATES CIRCUIT COURT OF APPEALS FOR THE SECOND CIRCUIT

FLORENCE GUGGENHEIM, Plaintiff-Appellee

against

Almon G. Rasquin, individually and as United States Collector of Internal Revenue for the First District of New York, Defendant-Appellant

STATEMENT UNDER RULE 13

This is an appeal by the defendant above named from a decision dated and entered in the office of the Clerk of the United States District Court for the Eastern District of New York on July 5, 1939, and from the judgment on the pleadings entered in this action on July 14, 1939, and from the amended judgment entered in this action on August 26, 1939, in favor of the plaintiff, Florence Guggenheim, against the defendant, Almon G. Rasquin, individually and as United States Collector of Internal Revenue for the First District of New York, in the sum of \$15,254.74, with interest thereon from January 25, 1937, and costs as taxed in the sum of \$10.00.

This action was commenced on November 9, 1938 by the filing of a complaint and the issuance of a summons. The answer was filed on March 15, 1939.

On June 7, 1939 a motion by the plaintiff for judgment on the pleadings came on before the Hon. Clarence G. Gals.on. Decision was reserved.

No question was referred to a Commissioner, Master or Referee.

The Court's decision was rendered on July 5, 1939, granting plaintiff's motion for judgment on the pleadings.

On July 14, 1939 judgment was entered in favor of the plaintiff for \$15,254.74, plus interest from January 25, 1937, in the sum of \$2262.79, amounting in all to \$17,517.53, and costs as taxed in the sum of \$10.00.

However, on August 26, 1939, the foregoing provision of \$2262.79, interest on the judgment was eliminated, and the

amended judgment decreed that the plaintiff recover of the defendant the sum of \$15,254.74, with interest thereon from January 25, 1937.

On October 10, 1939 defendant's Notice of Appeal from the decision, judgment and amended judgment was filed.

The names of the parties are as stated above, and there has been no change in parties.

The name of the attorney for the defendant is now Harold M. Kennedy, United States Attorney for the Eastern District of New York.

IN UNITED STATES DISTRICT COUPT, EASTERN DISTRICT OF NEW YORK

DOCKET ENTRIES

Civil Action 57

1938

Nov. 9th Complaint filed summons issued.

" 16th Summons returned and filed served on defend-

1939

Mar. 15th Stipulation filed extending time to answer, etc.
"" Answer filed.

Apr. 22nd Stipulation filed.

June. 1st Notice of motion filed for judgment on the pleadings, etc.

7th Galston, J. Hearing on above motion for judgment on the pleadings argued—decision reserved—submit June 21, 1939.

July 5th By Galston, J. Decision rendered granting plaintiff's motion for judgment on the pleadings.

14th Judgment favor plaintiff for \$15,254.74, plus interest from January 25, 1937, in the sum of \$2,262.79, amounting in all to \$17,517.53, filed and docketed. Copy mailed to attorney for defendant.

Aug. 26th By Galston, J. Amended judgment filed.
Oct. 10th Notice of appeal filed. Copy mailed to attorneys for plaintiff.

SUMMONS

· To the above named Defendant:

You are hereby summoned and required to serve upon-Paul B. Barringer, Jr. plaintiff's attorney, whose address No. 15 Broad Street, Borough of Manhattan, New York City an answer to the complaint which is herewith served upon you, within sixty days after service of this summons upon you, exclusive of the day of service. If you fail to do so, judgment by default will be taken against you for the relief demanded in the complaint.

> Percy W. B. Gilkes, Clerk of Court. By S. R. Feuer, Deputy Clerk. (Seal.)

Date: Nov. 9, 1938.

COMPLAINT

The plaintiff, complaining of the defendant, by Paul B. Barringer, Jr., her attorney, respectfully shows and alleges:

. I. That plaintiff was at all times hereinafter mentioned and at the time of the commencement of this action, and now is, a citizen of the United States of America and of the State of New York and resides at Port Washington, in the County of Nassau, State of New York.

II. The defendant was at all times hereinafter mentioned the United States Collector of Internal Revenue for the First District of New York, with headquarters at the Post Office Building, Borough of Brooklyn, County of Kings, City of New York.

III. This is a suit for the recovery of a Federal gift tax assessment for the calendar year 1934 which was erroneously and illegally collected by the defendant from the plaintiff. The matter in controversy, exclusive of interest, or costs, is the sum or value of \$15,254.74, and arises under the Constitution and laws of the United States as hereinafter more fully appears.

IV. On or about the 15th day of March, 1935, the plaintiff filed with the United States Collector of Internal Revenue for the Second New York District her Federal gift tax return for the calendar year 1934, and at the same time paid a tax thereon in the amount of \$52,872.93.

V. In said Federal gift tax return the plaintiff reported under Item 3 of Schedule A a gift of two single premium life insurance policies to M. Robert Guggenheim having a combined cash surrender value on the date of the gift of \$155,915.09. The policies in question were policy No. 1,225,190 of the Union Central Insurance Company assigned on December 31, 1934, and policy No. 462,569 of the Connecticut General Insurance Company, assigned on December 27, 1934.

VI. In said Federal gift ax return the plaintiff reported under Item 4 of Schedule A a gift of four single premium life insurance policies to Gladys C. Straus, having a combined cash surrender value on the date of the gift of \$251,012.26. The policies in question were policies No. 12,486,936 of the New York Life Insurance Company, assigned on December 29, 1934; No. 632,645 of the National Insurance Company of Vermont, assigned on December 27, 1934; No. 1,226,200 of the Union Central Insurance Company, assigned on December 31, 1934; and No. 8,740,620 of the Prudential Life Insurance Company, assigned on December 27, 1934.

VII. In said Federal gift tax return the plaintiff reported under Item 7 of Schedule A ægift of three single premium life insurance policies to Harry G. Guggenheim, having a combined cash surrender value on the date of the gift of \$310,417.46. The policies in question were policies No. 9,687,735 of the Equitable Life Assurance Society, assigned on December 27, 1934, No. 4,918,863 of the Mutual Life Insurance Company, assigned on December 27, 1934, and No. 1,220,201 of the Union Central Insurance Company assigned on December 31, 1934.

VIII. The Commissioner of Internal Revenue, by a letter dated August 3, 1936, erroneously determined that the aforesaid policies described in Paragraphs V, VI, and VII should be valued not on their cash surrender value on the date that the same were irrevocably assigned to the named donees, M. Robert Guggenheim, Gladys C. Straus and Harry F. Guggenheim, but on the basis of their cost to the plaintiff. In accordance with this determination the Commissioner of Internal Revenue ruled that the value of the policies set forth in paragraphs numbered V on the date of their assignment was \$189,901.70; that the value of the policies set forth in paragraph numbered VI on the date of their assignment was \$295,412.30, and that the value of the policies set forth in paragraph VII on the date of their assignment was \$367,124.50, and on or about January 11, 1937, assessed a deficiency against the plaintiff in the amount of \$13,804.69, together with interest thereon in the amount of \$1.450.05, which amounts were paid by the plaintiff to .. the defendant on or about Japuary 25, 1937.

IX. On or about June 30, 1938, the plaintiff filed with the defendant a claim for refund of the aforementioned assessment of \$13,804.69 and interest paid thereon in the amount of \$1,450.05. A true and correct copy of the claim for refund is attached hereto, made a part hereof and marked "Exhibit A". The Commissioner of Internal Revenue by registered letter dated October 6, 1938, rejected this claim for refund in its entirety.

X. The plaintiff avers that the true value of the aforementioned policies on the date that they were irrevocably assigned to the aforesaid donees is their market value, and.

that the best evidence of the market value of insurance policies is their cash surrender value. Accordingly, the valuations placed on said policies by the Commissioner of Internal Revenue were arbitrary and inconclusive, and the full amount of the claim for refund of \$15,254.74 should be refunded to the plaintiff.

XI. The Commissioner of Internal Revenue is without authority under the Revenue Act or otherwise to disallow the aforesaid claim for refund in the amount of \$15,254.74 which was erroneously, illegally and wrongfully demanded, collected and received by the defendant from the plaintiff, and was and is without authority under the Acts of Congress or otherwise to assess or cause to be assessed in any form or manner whatsoever the aforesaid deficiency against the plaintiff, and the same was erroneously and illegally imposed and assessed by the said Commissioner.

XII. The defendant, individually and as Collector of Internal Revenue for the First District of New York, was and is without authority under the Acts of Congress or otherwise to demand, collect or receive the aforesaid sum of \$15,254.74 so paid by the plaintiff to the defendant and the said sum was erroneously and illegally demanded, collected and received by the defendant from the plaintiff and was not due from the plaintiff to the defendant at the time said sum was collected and received by the defendant or at any other time, either before or since that date.

· XIII. No part of said sum of \$15,254.74 has been remitted, refunded or repaid to the plaintiff or to any person or corporation on her account by the defendant.

Wherefore plaintiff demands judgment against the defendant for the sum of \$15,254.74, together with interest

thereon according to law, and the costs and disbursements of this action. Paul B. Baringer, Jr., Attorney for Plaintiff, Office & P. O. Address, No. 15 Broad Street, Borough of Manhattan, New York City.

EXHIBIT "A"

Claim

To be Filed With the Collector Where Assessment Was Made or Tax Paid

STATE OF NEW YORK, County of New York, ss:

Type or Print

Name of taxpayer or

purchaser of stamps Florence Guggenheim Business address: 120 Broadway, New York, N. Y.

Residence: Port Washington, Long Island, New York.

The deponent, being duly sworn according to law, deposes and says that this statement is made on behalf of the taxpayer named, and that the facts given below are true and complete:

- 1. District in which return (if any) was filed Second New York (erroneously entered on original claim as First New York)
- 2. Period (if for income tax, make separate form for each taxable year) from Jan. 1, 1934, to Dec. 31, 1934.
 - 3. Character of assessment or tax Gift.
- 4. Amount of assessment, \$15,254.74; dates of payment Jan. 15, 1937.

- 5. Date stamps were purchased from the Government
- 6. Amount to be refunded \$15,254.74 and int.
- 7. Amount to be abated (not applicable to income or estate taxes) \$____.
- 8. The time within which this claim may be legally filed expires, under Section 528 of the Revenue Act of 1932, on Jan. 15, 1940.

The deponent verily believes that this claim should be allowed for the following reasons:

(See Rider Attached)

Signed Florence Guggenheim.

Sworn to and subscribed before me this 28th day of June 1938. Joseph O. Johnson, Notary Public, N. Y. Clerk's No. 65, Reg. No. 9-J-1. Commission expires March 30, 1939. (Seal.)

Rider

In the year 1934 the taxpayer irrevocably assigned certain single premium life insurance policies. In reporting these assignments in her 1934 gift tax return, the taxpayer entered as the value of the same the cash surrender value of the policies as furnished her by the companies who issued the same. Upon an audit of this return, the Commissioner determined that the cost to the taxpayer, rather than the

cash surrender value of the policies in question, was the value to be used for computing her gift tax liability. These policies appear under Items 3, 4 and 7 of Schedule A of the return, and were assigned respectively to M. Robert Guggenheim, Gladys G. Straus and Harry F. Guggenheim.

Under Item 3 of said Schedule the taxpayer returned gifts of the value of \$158,112.59, of which sum \$155,915.09 represented the cash surrender value of the following policies:

Union Central Insurance Company Policy No.	
1,225,190 Cash Surrender Value	\$90,632.07
Connecticut General Insurance Company Policy	1 2 .
No. 462,569 Cash Surrender Value	65,283.02
	0

\$155,915.09

The Commissioner determined that the value of the gifts under this item was \$189,901.70.

Under Item 4 of said Schedule the taxpayer returned gifts of the value of \$252,411.26, of which sum \$251,12.26 represented the cash surrender value of the following policies:

New York Life Insurance Company Policy No.	
12,486,936 Cash Surrender Value	\$73,508.00
National Insurance Company of Vermont Policy	
No. 632,645 Cash Surrender Value	74,150.94
Union Central Insurance Company Policy No.	
1,226,200 Cash Surrender Value	31,372.64
Prudential Life Insurance Company Policy No.	
8,740,620 Cash Sarrender Value	71,980.68

\$251,012.26

The Commissioner determined that the value of the gifts under this item was \$295,412.30.

Under Item 7 of said Schedule the taxpayer returned gifts of the value of \$316,417.46, of which sum \$310,417.46 represented the cash surrender value of the following policies:

Equitable Life Assurance Society Policy No.	
9,687,735 Cash Surrender Value	\$146,446.72
Mutual Life Insurance Company Policy No. 4,918,863 Cash Surrender Value	140 541 50
Union Central Insurance Company Policy No.	140,041.00
1,226,201 Cash Surrender Value	17,429.24
	- 9

\$310,417.46

The Commissioner determined that the value of the gifts under this item was \$367,124.50.

The taxpayer believes that her claim should be allowed for the reason that the true value of the gifts in question on the date they were made is not what the tost was to her, but what their then market value was. The fact that the policies were assigned on the date that they were issued is immaterial, for once issued their value is not the cost to the insured or the face value, but what a willing buyer will pay a willing seller. Walls v. Commissioner, 60 Fed. (2nd) 347; Williams v. Commissioner, 45 Fed. 61; Helvering v. Walbridge, 70 Fed. (2nd) 683. In the case of insurance policies, their market value is generally assessed as being their cash surrender value. Accordingly, it is not within the province of the Commissioner to prescribe by regulation (Reg. 79, Article 19, Subdivision 9) a restrictive method for determining the value of any particular class of prop-

erty. In the instant case the Commissioner's valuation is arbitrary and inconclusive, in holding that the value of the policies in question on the date of their assignment was their cost to the taxpayer and not their cash surrender value. Ernest Cronin v. Commissioner, 37 B. T. A. 134; Mary H. Haines v. Commissioner, 37 B. T. A. 149.

STIPULATION EXTENDING TIME TO ANSWER

It Is Hereby Stipulated and Agreed by and between the attorneys for the respective parties herein that the time of the defendant to serve and file an answer, or move with respect to the complaint herein, be and the same is hereby extended up to and including the 2nd day of March, 1939.

Dated: Brooklyn, New York, February 3, 1939.

Paul B. Barringer, Jr., Attorney for Plaintiff, Vine H. Smith, United States Attorney, Eastern District of New York, 519 Federal Building, Brooklyn, New York, Attorney for Defendant, by Hyman H. Goldstein, Assistant United States Attorney.

STIPULATION EXTENDING TIME TO ANSWER

It Is Hereby Stipulated and Agreed by and between the attorneys for the respective parties herein that the time of the defendant to serve and file an answer, or move with respect to the complaint herein, be and the same is hereby extended up to and including the 16th day of March, 1939.

Dated: Brooklyn, New York, March 1st, 1939.

Paul B. Barringer, Jr., Attorney for Plaintiff, Vine H. Smith, United States Attorney, Eastern District of New York, Attorney for Defendant, by William S. Perlman, Assistant United States Attorney.

ANSWER

The defendant, by Vine H. Smith, United States Attorney for the Eastern District of New York, for answer to the complaint herein, alleges:

I

The defendant admits each and every allegation contained in paragraphs I, II, IV, V, VI, VII, IX and XIII of the complaint.

II

The defendant admits the allegations contained in paragraph III of the complaint except that it is denied that the gift tax assessment for the calendar year 1934 was erroneously and illegally collected by the defendant from the plaintiff.

ш

The defendant admits the allegations contained in paragraph VIII of the complaint except that it is denied that the Commissioner of Internal Revenue erroneously determined that the policies described in paragraphs V, VI, and

VII of the complaint should be valued on the basis of their cost to the plaintiff.

IV

The defendant admits the allegations contained in paragraph X of the complaint except that it is denied that the best evidence of the market value of insurance policies is their cash surrender value, and that the valuations placed on said policies by the Commissioner of Internal Revenue were arbitrary and inconclusive, and that the full amount of the claim for refund of \$15,254.74 should be refunded to the plaintiff.

V

The defendant denies each and every allegation in paragraphs XI and XII of the complaint.

$_{ m VI}$

Further answering the complaint herein the defendant alleges that the Commissioner of Internal Revenue correctly determined plaintiff's gift tax liability with respect to gifts of insurance policies assigned to M. Robert Guggenheim, Gladys C. Straus and Harry G. Guggenheim, and that said Commissioner correctly determined the amount of the gifts to be the cost to plaintiff of said contracts of insurance, said contracts of insurance having been assigned to said donees immediately upon issuance thereof by the insurer.

Wherefore, it is requested that judgment be entered for the defendant, dismissing plaintiff's complaint with costs. Vine H. Smith, United States Attorney, Attorney for Defendant, by William S. Perlman, Assistant United States Attorney.

STIPULATION RE EXHIBITS .

It Is Hereby Stipulated by and between the parties through their counsel that the attached photostats marked Exhibit A to J, inclusive, are true and correct copies of the following life insurance policies which are referred to in Paragraphs V, VI and VII of the complaint herein:

Policy No. 1,225,190 of the Union Central Insurance Company.

Policy No. 462,569 of the Connecticut General Insurance Company.

Policy No. 12,486,936 of the New York Life Insurance Company.

Policy No. 632;645 of the National Insurance Company of Verment.

Policy No. 1,226,200 of the Union Central Insurance Company.

Policy No. 8,740,620 of the Prudential Life Insurance Company.

Policy No. 9,687,735 of the Equitable Life Assurance Society.

Policy No. 4,918,863 of the Mutual Life Insurance Company.

Policy No. 1,226,201 of the Union Central Insurance Company.

and

It Is Further Stipulated that photostatic copies of the aforementioned policies may be offered in evidence with the same force and effect as if they were originals; and

0."			Cash .
			Surrender
Policy		Date Policy	Value on Date
No.	Cr rany		of Assignment
1,225,190	Union Central In-		
	surance Company	Dec. 31, 1934	\$90,632.07
462.569	Connecticut General		- 10 m
	Insurance Company	Dec. 27, 1934	65,283.02
12,486,936	New York Life In-		•
	surance Company	Dec. 29, 1934	73,508.00
632,645	National Insurance		
	Company of Vermont	Dec. 27, 1934	74,150.94
1,226,200	Union Central In-	•	
	surance Company	Dec. 31, 1934	31,372.64
8,740,620	Prudential Life In-		
The state of the state of	surance Company	Dec. 27, 1934	71,980.68
9,687,735	Equitable Life As-		
	surance Society	Dec. 27, 1934	146,446.72
4,918,863	Mutual Life Insur-		
	ance Company	Dec. 27, 1934	146,541.50
1,226,201	Union Central In-		•
	surance Company	Dec. 31, 1934	17,429.24
	. ,	4	

Dated, April 18th, 1939.

Paul B. Barringer, Jr., Attorney for Plaintiff, Vine H. Smith, Attorney for Defendant, United States Attorney, by William S. Perlman, Assistant U. S. Attorney.

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EXHIBIT "A" ANNEXED TO STIPULATION

Assignment of Policy No/225190

ON THE LIPE OF Florence Suggestern

THE UNION CENTRAL LIFE INSURANCE COMPANY

CINCINIATI, OHIO

For Value Received hereby assign, transfer and set over the above described policy of insurance, together with all rights reserved to me as the insured under the said policy, or as the owner thereof, or as the beneficiary thereunder, or as the assignee thereof, and all sum or sums of money, interest, benefit and advantage whatsoever, now due or hereafter to become due to me by virtue thereof, unto

Na. Robt M. Robert Suggenheim Street

It is hereby certified that the undersigned has not been declared a bankrupt and that no proceedings to declare the undersigned a bankrupt are now pending and that there has been no assigntent of the said policy.

in the state of I are light this 27 day of December 193 -
Witness (Sign to Back) (L. S.)

Assignment of a Policy should be uncerted in duplicate, and the duplicate sent to the Horas Office of the my for record.

This form of Amignment is furnished by the Company. As the laws of the various states differ, it is used that "the Amignment lie filled out and signife under the direction of some competent afterney who is lamiliar with the lowe of the state in which it is to be executed.

The Company does not generates the validity of any Assignment.

- ATTACH THIS ASSIGNMENT TO THE POLICY

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Policy No. 1,225,190 of the Union Central Insurance Company.

Sheet 1

Exhibit A Annexed to Stipulation

Policy No. 1,225,190 of the Union Central Insurance Company.

(Photostat Opposite)

Sheet 2

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INSURANCE COMPANY CENTRA

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the amount of ON MUNDRED THIRTY THOUSAND Dollars, payable on remipt of the proof of death of said insured during the continuance of this policy, here may indebtedness and advances heron, at its Home	
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the assount of	Office in Cincinnat
]]]	4. Demesfartery Office in Cheternatt, Obio, to the baneficiary hereinafter named

Exhibit A Annexed to Stipulation

Policy No. 1,225,190 of the Union Central Insurance Company.

(Photostat Opposite)

Sheet 3

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Section

Exhibit A Annexed to Stipulation

Policy No. 1,225,190 of the Union Central Insurance Company.

(Photostat Opposite)

Sheet 4

Section B-Premiums and Dividends

B1. PAYMENT OF PREMIUM. The premium shall be payable in advance, either at the Home Office, or to an authorized agent of the Company on delivery of a receipt signed by the President or Secretary and counter-signed by such agent.

B 2. DIVIDENDB. This policy shall participate in profits as apportioned by the Company. Beginning at the ead of the first policy year dividends shall be declared annually during its continuance.

B3. DYDERYD OFTIONS. The dividend for any year may be withdrawn in cash; or left to accumulate with interest compounded annually at three per cent, increased

Section C-Policy Values.

ERVE BASIS. The reserve of this police, the American Experience Table of Mar

erre at the end of the policy year, omiting surrender charges in the first to the minth policy mayer, of \$30, \$31, \$14, \$12, \$10, \$3, \$4, \$4 a sectively.

OFTION CS

Table of Value

The values in these tables are on the hasis of \$1,000 of insurance. If this policy is he insurance of more or less then \$1,000, the values are increased or reduced propor-

Unsalely. The surrector Value for the years not application.

at eay time during the policy year; or 1. Lous, has internst to the next anniv-

818 8 . 800 1867 877 450 years 11th yes 999 By Jan 8 Let year 2 2 200

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Exhibit A Annexed to Stipulation

Policy No. 1,225,190 of the Union Central Insurance Company.

(Photostat Opposite)

Section D - Settlement Options

D1. SETTLEMENT OFTIONE. The owner of the public, or the paper refer the innerty death, no yet derican loving been reach, may deed, by writing not to the Company of its Same Office, in form acceptable the Company, which will be formation on request, to had the time acceptable the time acceptable the time acceptable the time acceptable to the company, which will be formation on request, to had the time acceptable the time acceptable to the company of the time acceptable to the company of the compan

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D.L. OFTON B.—REFAINTS AT DYNAME. Retained by
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she manifus, three mentits or one month, respectively
after the death of the insured. Interest payments will be
harrowed from profits as apportioned by the Company

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be paid in semi-armeal, quarterly or monthly parts of the mans eggregate annual amount.

D4. Ministric Entralments. If the payment of the fabricates is requested in semi-armeal, quarterly or monthly payments provided for by the forms of any of the above options and such semi-armeal, quarterly or monthly payments would necessitate payments of less than 7th Dollars (\$10.00), the Company reserves the right to make payments at less frequent indefine, and if under any option elected the samual inclinates would known to see than 7tm Dollars (\$10.00), he company necessary reserves the right to pay the amount day in a string of our to the payment the amount day in a string of our to the payment the samual inclination out to the payment day the amount day.

1.

Exhibit A Annexed to Stipulation

Policy No. 1,225,190 of the Union Central Insurance Company.

(Photostat Opposite)

Sheet 6 .

Section E - General Privileges and Conditions.

M1. CONTEACO: The peaks, Septime win the peaks of septimes win the planting and content a copy of wheth is estimated heres, shall content and content to content. All determined in the alternation for small be domined representation and warranties. No mask statement shall evoid to peak of the warranties. No mask statement shall evoid to peak of the warranties. No mask statement shall evoid to peak of the warranties in the warranties, under the contents of the policy with a warranties.

The DECORPESTABILITY. This policy shall be inmanufable uffer two years from the date of lames orray for next-payment of pression, and quant as to professely, if only relating to beneate in the event of the latty or granifing additional insurance in event of death If confidential means.

R. A.O. In the event of the age of the increase often missisted, the amount payable deal to sent as he pressions paid would have purchased at the correct and

H. SULCION. Buildle within two years from it als of issue of this policy, whether the busined, was see I house, is a risk act assumed hereunder and the amous symbo shall be a sem equal to the president path is all hereas. M. AUTHORITY. Mean of the terms of this posing hall be medical, nor may forthisms under it undered, serve of an agreement in writing, against by the Frankfest, a for-Frankfest, the Secretary or an Amsteria Speciality. Home authority for this purpose shall not be delegated. Exhibit A Annexed to Stipulation

· Policy No. 1,225,190 of the Union Central Insurance Company.

(Photostat Opposite)

Sheet 7

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b Residence (No. P. P. D. N. f. P. Mannes and addresses of all or persons by which you are employed	A. Give place and date of birth. To Date. A. Amount of lessinger, g. (Repular) B. O. O. (Repular) B. O. O. (Doubbilly Benefits) C. O. (Doubbilly Benefits)	b Relationship to applicant d Contingrat Beneficiary e Relationship to applicant Ownership and privile: to change t jointly. Rule out all exce-	b. Do you expect to make serial company for insurance? b. What insurance do you new companies? (If new, so stare of will be discontinued, reducing it insurance in this or any of will be discontinued, reducing it insurance now applied, or have y intention to apply, for other any other company? (If set, a Has first persuless been paid? b. If so, state the amount paid, as	It is agreed that any insurance iris premium theron has been paid as serviced, however, that if the applican eccipt, in the form attached hereto (where so of said binding receipt, shall apply he policy for payment of the next pre I agree to be examined by the re made for the purpose of obtaining artendum must be accured to its satisfac	Change of Mary B. KNIGHT . THE OHAS B. KNIGHT .

Exhibit A Annexed to Stipulation

Policy No. 1,225,190 of the Union Central Insurance Company.

(Photostat Opposite)

DOLLARS, \$109920.8 CENTRAL LIFE INSURANCE CO. THE UNION CENTRAL LIFE INSURANCE COMPANY 20/100 Puld at 1/8

Exhibit A Annexed to Stipulation

Policy No. 1,225,190 of the Union Central Insurance Company.

(Photostat Opposite)

THE UNION CENTRAL LIFE INSURANCE COMPANY

CINCINNATI, OHIO

Insurance on the Life of

Florence Guerenheim

Amount \$ 130,000.00

Date of Issue December 31, 1934

Premium \$ 109,980,20

The Charles B. Enight Agency

_Gen'l Agt

Kind 6221 A Basses 1884 ngjo Presiden Life. EXHIBIT "B" ANNEXED TO STIPULATION

Policy No. 462,569 of the Connecticut General Insurance Company.

(Photostat Opposite)

(To be used when all rights are to be transferred) ABSOLUTE ASSIGNMENT OF POLICY

One Dollar, and other valuable considerations, receipt of which is acknowledged, I hereby a

and set over absolutely unto

ROBERT GLOGENHEIM

Address: St. and No.

Bodislan .

State of A. C.

46256 1 issued by the Connecticut General Life Insurance Company, of Hartford, One upon the life of Florence Longsherm

r with all my right, title, and interest thereunder, including the right to surrender the policy to the

by for its cash value at any time and the right to exercise all the other options and privileges and to

all benefits granted under the terms of the policy, all without my consent, or without notice to

certify that all assignors hereof are twenty-one years of age or over.

I fear you I demen Sugar le

ticut, thin 31" day of Mirenter . 1834

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signments should be executed in duplicate and BOTH copies forwarded immediately to the Home Office, at Martford, Con-After the antigement has been recorded and filed, one copy will be returned to be attached to the policy. No assignment it the Company unless and until a copy thereof has been recorded and filed at its Home Office.

there is a named benefici.ry under the folicy (that is, one other than the grinte, or the executors, administrators or anigno-mend), such brankeinry aboutd join in the assignment. If a policy is assigned to a mignor, the Compethy will treat with: we only through a legally appointed guardian, acting under Court Order.

Tightly Bound

Exhibit B Annexed to Stipulation

Policy No. 462,569 of the Connecticut General Insurance Company.

(Photostat Opposite)

Connecticut General Life Insurance Company Hartford, Conn.

NO. 462569

ADE 7



Hereby Insures the Life of

PLOREBOR OTOORNEELE

(hereinafter called the Insured) and agrees to pay at its Home Office in Hartford, Connecticut:

NE BUNDRED THOUSAND

DOLLARS

the executors, administrators or assigns of the Insured.

(hereinafter called the Beneficiary), upon receipt of due proofs of the death of the Insured during the continuance of this contract. The right 1s reserved to the Insured to change the Beneficiary from time to time as hereinafter provided.

The consideration for this insurance is the application, a copy of which is attached hereto, and made a part of this contract, and the payment in advance of the single premium of \$ 77,784.00

This policy is issued and accepted subject to all the conditions and privileges set forth on the subsequent pages hereof, which are hereby made a part of this contract.

IN WITNESS WHEREOF the Connecticut General Life Insurance Company has caused this contract to be executed at its office in the city of/Hartford, the 27th day of December 1934

Bossilde

S. M. Luringston

Maunting on

Stock Promises Life Policy - Non-Participatio

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Exhibit B Annexed to Stipulation

Policy No. 462,569 of the Connecticut General Insurance Company.

(Photostat Opposite)

Payment of President. The shopt presides is due and payoble in sections at the Hone Office or to an authorized agent of the Company's reseist supposed by the President or Secretary and constructions by the speed designated therein.

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Exhibit B Annexed to Stipulation

Policy No. 462,569 of the Connecticut General Insurance Company.

(Photostat Opposite)

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Exhibit B Annexed to Stipulation

Policy No. 462,569 of the Connecticut General Insurance Company.

(Photostat Opposite)

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Exhibit B Annexed to Stipulation

Policy No. 462,569 of the Connecticut General Insurance Company.

(Photostat Opposite) ·

Connecticut General Life Insurance Company Hartford, Com. Policy No. 462569

FLORENOE SUGGENHEIM

Amount \$ 100,000.

Single premium \$ 77,784.

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EXHIBIT "C" ANNEXED TO STIPULATION

Policy No. 12,486,936 of the New York Life Insurance Company.

(Photostat Opposite)

ABBIGNMENT

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Exhibit C Annexed to Stipulation

Policy No. 12,486,936 of the New York Life Insurance Company.

(Photostat Opposite)

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Exhibit C Annexed to Stipulation

Policy No. 12,486,936 of the New York Life Insurance Company.

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Exhibit C Annexed to Stipulation

Policy No. 12,486,936 of the New York Life Insurance Company.

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MISCELLANEOUS BENEFITS

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Exhibit C Annexed to Stipulation

Policy No. 12,486,936 of the New York Life Insurance Company.

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(Photostat Opposite)

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Exhibit C Annexed to Stipulation

Policy No. 12,486,936 of the New York Life In Company.

(Photostat Opposite)

GUARANTEED LOAN AND SURRENDER VALUES

DANS.—At any time after one year and while this Policy is in force, the Company, upon receipt of this Policy and Agreement satisfactory to the Company, will advance to the Insured on the sole security of this Policy any amount

ith interest, shall be within the limit of the Cash Surrender Value olicy. Interest on the loan will be at the rate of six per cent per sayable annually on the anniversary of the Policy. Any existing ease to the Company on this Policy, including accrued interest will be deducted from the amount of said loan. If interest is not in due it shall be added to the principal. All or any part of the mass may be repaid at any time while the Policy is in force, to sepay such indebtedness as to pay interest will not avoid the put whenever the amount of the total indebtedness equals the reader Value, the Policy shall become veid one month after the yshall have mailed notice to the last known address of the Insured a anigmes of record, if any.

ince

EXECUTE VALUES.—At the end of any insurance year the Insured sender this Policy and all claims thereunder and receive its Cash or Value less any indebtedness hereon. The Cash Surrender Value the reserve on the face amount of the Policy at the find of the system, emitting fractions of a dollar per thousand of discrence reserve on any outstanding dividend additions, and any outstanding dividend additions, and less a surrender or the first to the ninth years, inclusive, of not more than one and per cent of the face of the Policy. The reserve shall be computed asis of the American experience table of mortality and interest per cent.

base in the "Table of Guaranteed Loan and Surrender Values" are d in accordance with the above provisions, on the basis of \$1,000 mount, assuming that there is no indebtedness to the Company, we are no outstanding dividend additions nor any outstanding a nor dividend deposits, and after deduction of the surrender if any.

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"The Lone Values in the above table are the manimum assumes available of the end of the policy pair indicated. Lones may also by abovement during the policy year as an lone to the faction of the Lones.

Tightly Bound

Exhibit C Annexed to Stipulation

Policy No. 12,486,936 of the New York Life Insurar Company.

(Photostat Opposite)

OTHER PROVISIONS

age.—If the age of the Insured has been misetated, the amount payable hersunder shall be such as the premium paid

adebtedness.—Any indebtedness to the Company against this Policy will be deducted in any settlement thereof.

alf-Destruction.—In event of self-destruction during the first two insurance years, whether the Insured be sane or the insurance under this Policy shall be a sum equal to the premium thereon which has been paid to and received Company and no more.

The Contract.—The Policy and the application therefor, copy of which is attached hereto, constitute the entire contract.

mean made by the Insured shall, in absence of fraud, be deemed representations and not warranties, and no statement
oid the Policy or he used in defense to a claim under it, unless it is contained in the written application and a copy of
ication is indorsed upon or attached to this Policy when issued. No agent is authorized to make or modify this contract,
sive any forfeiture or any of the Company's rights or requirements. All benefits under this Policy are payable at the
fice of the Company in the City and State of New York, and the surrender of the Policy will be required in any
nt thereof.

nountestability.-This Policy shall be incontestable after two years from its date of issue

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REGISTER OF CHANGE OF BENEFICIARY

—NO CHANGE OF BENEFICIARY SHALL YARE SPYTCT UNLESS INDORSED ON THIS POLICY BY THE COMPANY AT THE HOME OFFICE.

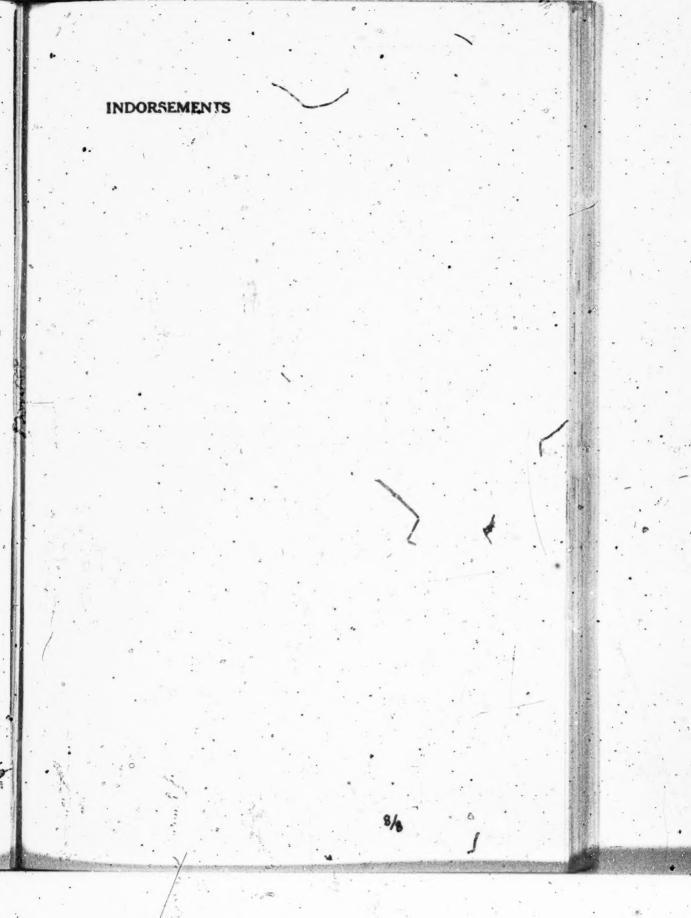
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Tightly Bound

Exhibit C Annexed to Stipulation

Policy No. 12,486,936 of the New York Life Insurance Company.

(Photostat Opposite)



Policy No. 12,486,936 of the New York Life Insurance Company.

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Exhibit C Annexed to Stipulation

Policy No. 12,486,936 of the New York Life Insurance Company.

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Incurance payable at death.

Single Premium.

Annual Participation in Surplus

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EXHIBIT "D" ANNEXED TO STIPULATION

Policy No. 632,645 of the National Insurance Company of Vermont.

(Photostat Opposite)

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NATIONAL LIFE INSURANCE COMPANY MONTPELIER VERMONT

ABSOLUTE ASSIGNMENT OF POLICY (INDIVIDUAL FORM)

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and State of new y policy numbered 632641 مري

NATIONAL LIFE INSURANCE COMPANY, MONTPELIER, VERMONT,

assign, transfer, and set ov after termed "Assignor", for value received do hereby o

and State of Rew Holls.

"all right, title, and interest in and to said policy, and all renewals thereof and any policy is policy may be converted, and all additions thereto, if any, together with all the privileges, benefitiges to be had and derived therefrom, including all surplus and dividend rights, but reserving the bad and derived therefrom, including all surplus and dividend rights, but reserving the bad in the converted to the accidental death benefits, if eny, and said assignee is hereby to and empowered to do and perform in his name or in that of the assignor every act and this convenient or desirable to fully exercise and enjoy every right, privilege, benefit and advanta and interest in and to said p

The assignor hereby covenants, promises, and agrees that no proceedings, voluntary or involuntary, und United States Banaruptey Law are now pending against the assignor or assignors or either of them; the assignee by the value paid to said assignor has an insurable interest in the life of the insured; that all acthings which said assignee shall lawfully do under this, power shall be binding upon the assignor, where the said assigner and confirms all acts and things lawfully done or to be done by said assignee her

The singular of "assignor" and "assignee" herein shall include the plural, the masculine shall include the feminine, and the specific mention of any right or privilege shall not exclude other rights or privileges generally referred to herein or reasonably implied herefrom.

... hand ... and seal ... hereunto, and to the duplicate hereof, affixed this ... 27. A. D. 19.37 WITNESS EN

in said Coun Besteman In presence of State of hu

to me known to be the person des that he executed the same as

3 day of however, no responsibility as to its validity or effect. Received and original filed this

NATIONAL LIFE INSURANCE COMPANY

Exhibit D Annexed to Stipulation

Policy No. 632,645 of the National Insurance Company of Vermont.

(Photostat Opposite)

DISCHARGE OF ASSIGNMENT

IN CONSIDERATION of full payment, receipt of which is hereby acknowledged, and of other valuable

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In presence of		*********		
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ne known to be the person d	escribed in and who executed	the foregoing		nd acknowledged
me known to be the person d	escribed in and who executed free act and deed.	the foregoing		nd acknowledged
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	free act and deed.	the foregoing	; instrument, as	

Tightly Bound

Exhibit D Annexed to Stipulation *

Policy No. 632,645 of the National Insurance Company of Vermont.

(Photostat Opposite)



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PREMIUM: Fighty-six Thousand Five Hundred Fifty and no/100 Collers to be paid on delivery of this policy.

IN CONSIDERATION of the application for this policy and of the payment of the premium as above specified, the National Life Insurance Company promises to pay at its Home Office to the beneficiary specified herein the sum insured, less any indebtedness to the Company on account of this policy, on receipt at the Home Office of due proofs of the death of the insured while this policy is in force and on its surrender.

THIS POLICY and the application, a copy of thich is here's attache, constitute the entire contract between the parties.

THE PROVISIONS on the pages following are a part of this contract as fully as if recited at length over the signature of the Contany.

NO ONE except the President, a Vice President, the Secretary or an Assistant Secretary has power in behalf of the Company to modify this policy or to bind the Company by making any promises or by accepting any representation or information not contained in the application for this policy. These powers will not be delegated.

THIS POLICY shall be incontestable from its date of issue.

EXECUTED at Montperier, Vermont, this 17th day of December 1934.

NATIONAL LIFE INSURANCE CO. PANY

Assistant Secretary

Ker of Howland Prosicer

Life Policy with Annual Firtribution of Eurolus Single Presium

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Exhibit D Annexed to Stipulation

Policy No. 632,645 of the National Insurance Company of Vermont.

(Photostat Opposite)

et 1-L. (33)

TICIPATION. This policy shall participate in the surplus on the st anniversary, and the Company will annually determine and account the portion of the divisible surplus applicable hereto. Dividends declared shall become absolutely the property of the Insured and at option may be: 1st, Withdrawn in cash, or 2nd, Deposited with the pany subject to the payment annually of three per cent interest reon and the share of surplus interest apportioned thereto by the ectors, which deposits may be withdrawn at any time or will be indeed in any cash settlement of this policy. Unless the Insured shall ct otherwise prior to thirty days after any anniversary, the same 1 be held at interest as provided in option 2nd.

RENDER. On application and legal surrender of this policy at any after one year from date, the owner shall be entitled to a Cash

Such settlement will be in accordance with the following table if policy be free from indebtedness to the Company and have no outadding paid-up additions:

TABLE OF CASH AND LOAN VALUES

For each \$1,000 of the face amount of this policy, provided there are no dividend additions or indebtedness. If there are dividend additions and/or outstanding indebtedness, the values in this table will be modified as defined in sub-division (b) below.

At End of Policy Year		or Loan e Face				
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The corresponding values for intervening and subsequent years will be extended on request, upon a like basis of calculation.

-- The cash value at the end of any year, less six per cent, may be obtained as a loan at any time during the year.

cash values in the above table are the full reserves (cents omitted) rding to the American Experience Table of Mortality with interest hree per cent yearly, less surrender charges already made for each 0 of insurance of \$10 in the first and second policy years and with surrender charges thereafter.

Exhibit D Annexed to Stipulation

Policy No. 632,645 of the National Insurance Company of Vermont.

(Photostat Opposite)

Sheet 5

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the policy be subject to indebtedness to the Company and/or p additions be outstanding at date of surrender, the cash value that determined by the table, plus the full reserve value of ditions, minus any indebtedness.

lculations of reserves will be on the basis of the American Excee Table of Mortality with interest at three per cent yearly and ing to the attained age of the Insured at nearest birthday.

or advances. Without the consent or participation of any beney whom the Insured can change or of any contingent beneficiary,
apany will advance, upon the sole security of this policy at any
hile in force and upon receipt by it of this policy properly
ed, any amount up to the limit secured by its cash value. The
f interest on all advances shall be six per cent per annum psymusily on the anniversary of policy. If such interest be
ld when due, it shall be added a principal until the total
edness on this policy equals or as the then cash value;
end, if then the interest be not paid this policy shall become
advoid but not until thirty-one days after notice shall have
alled by the Company to the last known address of the person
a the lost was made, of the Insured, and of any assignee under
legiment duly filed with the Company. All or any part of the
edness may be paid at any time while this policy is in full

OF BENEFICIARY. If any beneficiary shall die before the Insured terest of such beneficiary shall vest in the Insured unless other-covided by this policy.

OF BENEFICIARY. If the right has been reserved, the Insured, to any assignment of this policy duly filed with the Company, signate a new beneficiary from time to time by filing at the ffice of the Company written request therefor in such form as apany may require, such change to take effect only when endorsed by the Company in the lifetime of the Insured.

MATIVE ENDOWNEST. When the cash value and the accumulation of ads left with the Company equal the face amount of the policy, apany will, on legal surrender, pay such amount, less any intess to the Company hereon or secured hereby, as a matured en-

EMENT IN AGE. If the age of the Insured has been misstated, isfactory proof thereof the amount payable under any of the proof this policy shall be such as the premium paid would have led at the correct age.

EMTS. The Company assumes no responsibility for the validity assignment of this policy, nor will any assignment of the policy gnized until it has been duly filed at the Company's Home Office.

MTATIONS. All statements made by the Insured shall, in the of fraud, be deemed representations and not warranties and no attement shall avoid this policy or be used in defence of a upon it unless contained in the written application and a copy application is endorsed on or attached to the policy when issued.

TO MEMBERS. The Insured is hereby notified that he is a member National Life Insurance Company during the continuance of this and that the annual meetings of the Company are holden at its fice in Montpelier, Vermont, on the fourth Tuesday of January year at 10 o'clock A.M.

Tightly Bound

Exhibit D Annexed to Stipulation

Policy No. 632,645 of the National Insurance Company of Vermont.

(Photostat Opposite)

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Exhibit D Annexed to Stipulation

Policy No. 632,645 of the National Insurance Company of Vermont.

(Photostat Opposite)

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Exhibit D Annexed to Stipulation

Policy No. 632,645 of the National Insurance Company of Vermont.

(Photostat Opposite)

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Policy No. 632,645 of the National Insurance Company of Vermont.

(Photostat Opposite)

Sheet 9

EDGAR T. WELLS
GENERAL ASSET
117 LIBERTY STREET

No. -632645-

Anthonal Life Disprance Compound

MONTPELIER, VT.

SUM INSURED \$100,000 = INSURED Florence Guggenheim = PREMIUM \$86,550.00 =

DATE December 27, 1934-

With Annual Distribution of Surplus

Single Payment

Edition of 1924

N.Y. WELL'S 7/9

EXHIBIT "E" ANNEXED TO STIPULATION

Policy No. 1,226,200 of the Union Central Insurance Company.

(Photostat Opposite)

Assignment of Policy No. 122 6200 THE UNION CENTRAL LIFE INSURANCE COMPANY For Value Received hereby assign, transfer and set over the above described policy of insurance, together with all rights reserved to me as the insured under the said policy, or as the owner thereof, or as the beneficiary thereunder, or as the assignee thereof, and all sum or sums of money, interest, benefit and advantage whatsoever, now due or hereafter to become due to me by virtue thereof, unto

An Antigrament of a Policy should be executed in duplicate, and the duplicate sent to the Home Office of the

This form of Assignment is furnished by the Company. As the laws of the various states differ, it is used that Assignment be fixed out and signed under the direction of some computent attorney who is familiar with the laws of the state in which it is to be associated.

The Company does not guarantee the validity of any Andymeant

SEND THIS DUPLICATE TO THE COMPANY.

818 9-85 Release Form

Tightly Bound

Policy No. 1,226,200 of the Union Central Insurance Company.

(Photostat Opposite)

Aor

UNION CENTRAL INSURANCE COMPANY THE

CINCINNATI . OHIO

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of thirty eight thousand forty nine & 30/100 Dollars

All conditions, beneathe and privations stated on the extengement pages are between made a part of this policy.

With respect to poiltry values and participation in profits, this poiltry shall be

Issued at Circlmsett, Ohio, this 7th day of January 10 30

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M. Houns &

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Policy No. 1,226,200 of the Union Central Insurance Company.

(Photostat Opposite)

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Policy No. 1,226,200 of the Union Central Insurance Company.

(Photostat Opposite)

Section B - Premiums and Dividends

B1. PATRIEST OF PRINCIPL. The premium size to preparate in advance; wither at the Home Office, or the company of state of the Company on delivery of receipt eighed by the Frenchest or Secretary and counter figured by such ograe.

The DEVIDENDE This public data participate process of the apportuned by the Company. Inclinating at the collection of the fart public year dividually datase he declare the construence.

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from profits as apportioned by the Company, until the maturity of the policy, subject to yillbdrawal at any time; or applied to the purchase of policy non-participating additions to the pulcy, convertible into onds at any time; for the reserve of the additions.

34. AUTOMATIC Descriptors. If the owner of this older shall be exactles any other such option the dividend hall be applied, on the expiration of thirty-can days after be anniversary of the policy, to the purchase of pulk-up difficient. At the death of the insured during the continue, now of the pulk-up during the continue. So current policy, the pro rate part of the dividend for the continue, and accumulations of dividend for the continue and accumulations of dividend at its state while the pulk with the policy.

Section C-Policy Values

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CL. POLICY: VALUES. The serresder value, I my highlightent or advances on the policy, may be to the option of the owner of the policy in advance o

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amminuty on the amplyerancy of the policy, interest to be discounted and paid in advance (Table 1). ideal sared this policy whenever but not until the total indebtedness and advances hereon with interest shall squal or exceed the then bean value and not until one parents for motion shall have been mailed by the Commargnes, if any. The John value will be increased by the value of any including additions.

Consummation of loans other than to pay premiums as policies in this Company may be deferred by the Company shorty shorty days from the date of application therefor.

CS. OFTON 2—CARR. Withdrawn in each on legal surrender of the policy (Table 2). The cash value will be increased by the value of any paid-up addition. Pay. The class to deferred by the Company sinety days from

Eaklie of Values

The velocities in these tabless are on the basis of \$1,000 pc? Introducers. If this policy is for interestion of more or has then \$3,500, the values are interested or reference.

straight. The surrender charge has been deducted, been for the years not stated will be furnished on pliention.

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Policy No. 1,226,200 of the Union Central Insurance Company.

(Photostat Opposite)

- Settlement Options. Section D.

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Policy No. 1,226,200 of the Union Central Insurance Company.

(Photostat Opposite)

ection E - General Privileges and Conditions.

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H. AUTHORITY. New, of the terms of this policy all be medified, nor any forthform white it walved, maon expressment in writing, algorid by the Prosident, a se-President, the Scordary or an Assistant Secretary sees embedity for this purpose shall not be delegated

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Policy No. 1,226,200 of the Union Central Insurance Company:

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* P. C. C. C. C.

Policy No. 1,226,200 of the Union Central Insurance Company.

(Photostat Opposite)

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Policy No. 1,226,200 of the Union Central Insurance Company.

(Photostat Opposite)

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THE UNION CENTRAL LIFE INSURANCE COMPANY

CINCINNATI. OHIO

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EXHIBIT "F" ANNEXED TO STIPULATION

Policy No. 8,740,620 of the Prudential Life Insurance Company.

(Photostat Opposite)



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Policy No. 8,740,620 of the Prudential Life Insurance Company.

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of the foregoing assignment, and to be the parsons who executed said sasign t such corporation executed the same, that they know the seal of said	sment in behalf of the said co	poration, and acknowled	ged '
t such corporation executed the same, that they know the seal of said	corporation and that the se	affixed to said assignm	ent
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signed their names thereto by like order and acknow	pledged the said instrument	o be the ffee and volunt	arv
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person executing this release represents to The Prudential Insurance	e Company of America that	he (or she) has attained	العلا
occording to the laws of the State or Province in which he (or she) res	sides, or that he (or she) so es	apowered by law to exec	ute
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Tightly Bound

Policy No. 8,740,620 of the Prudential Life Insurance Company.

(Photostat Opposite)

· Sheet 3



The Arndential

HERENICE COMPANY OF AMERICA

TIORENCE GEORGERIFE

M. of Laurentine ... ONE HUNDRED THOUSAND ...

STATES THE EXECUTORS, ADMINISTRATORS OR ASSIGNS OF THE INSIDER

nine hundred and THIFTY-FOUR.

William Manhell - Bo

- Nothing

de-Parent Lib Paley Armed Division. On President Parent

Policy No. 8,740,620 of the Prudential Life Insurance Company.

(Photostat Opposite)

ne donn reserved the Immered gary at any time while the Pullay is in force, by writes in moder this Pullay, said, admaps to be estyment to the rights of any province a moder that Pullay by the Company, wheretone all rights of the forcest Specialists may of Beneficiary -II the state to change its Beneficiary or Des 17 of the Home Ciffee, change the Beneficiary or Des discriments when a provides to that offers to external

ded to knowleddo ofter two years from in date of know, one public takes the Policy deal to send as the pressure would have

Bush of Houses and Conspetables.—The searce type the vides fracts are to be lad that he computed upon its American Engagement Marchity with three-and combant per each interest per same by the set browns marked. All computation is assertance with the terms of this Pole providing any presents or reserve value based on a marrially table and interest that he made upon the han have stated.

Bathe Contract Contained, in This Public fully impaider with the Applestice, a copy of which is attached burne, encludes and constitute the acts contains between burnes, and all determines that have been an expression of the contained by the factor of the factors of the factors of the factors and the transfer of the factors of the fac

DIVIDEND PROVISIONS

Assessed Selektents.— Assessably, desting its consistencies in force, the projections of the divisible surplus controling upon the Policy daily and the public of the division of divisions and the following the constraint of the control of the con

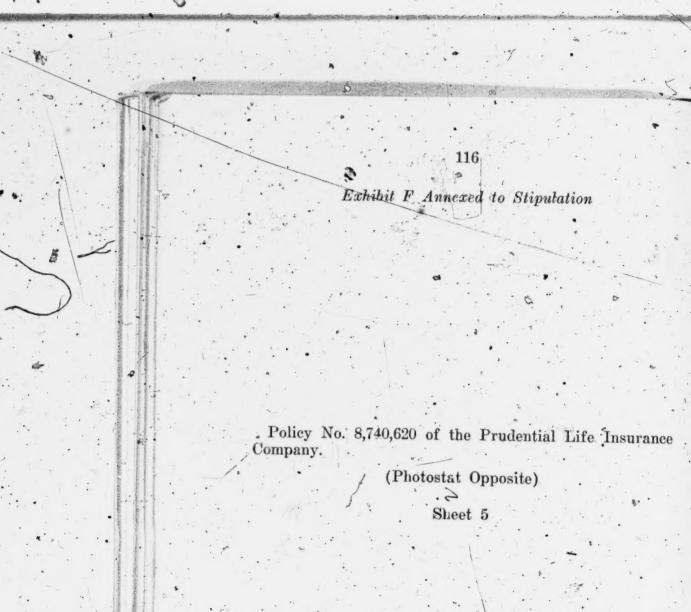
Pick Mortem Birldons.—If the Point be contained in force and if is shall become a chair by the death of the Lemend of on your from its de-drident, amending to the divisions make correct at the date of death, as weld have been payable if the Leavest has been living on the anniversary date of monomiting the death of the Leavest shall be paid in addition to the anniversary the payable.

F. Owing to the low rate of premium at which police officery dividend to this Policy before the end of the

CASH SURRENDER VALUE.

If the Policy be legally surrectioned to the Omegany therefore the man single-seed to the following table together biologous to the Company on assessment of this Policy, manufactured deep offer application to man Colon force

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Policy No. 8,740,620 of the Prudential Life Insurance Company.

(Photostat Opposite)

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Policy No. 8,740,620 of the Prudential Life Insurance Company.

(Photostat Opposite)

PRESERVE THIS POLICY BECAUSE OF THE

LIFE INSURANCE **PROTECTION**

it provides

Whenever you change your . address notify the Company at Newark, New Jersey. Always state your new address and the number of your policy.

DISTRICT MASHATTAN ORD. AGCY. POLICY NO. 8740620 ON LIFE OF FLORENCE GUGGENHET Amount, \$ 100000. Date, DECEMBER 27 , 19.34 Single Premium, \$ 34486,00

REGISTER OF CHANGE OF BENEFICIARY.

EXHIBIT "G" ANNEXED TO STIPULATION

Policy No. 9,687,735 of the Equitable Life Assurance Society.

(Photostat Opposite)

Sheet 1,

THE UNITED STATES other valuable considerations (the receipt of set over Policy No. 968773 title to the said policy will forever payable thereon, including the right to surrender FORM OF ABSOLUTE ASSIGNMENT. CHED TO AND RETAINED WITH THE POLICY FOR USE AS EVIDED er and set over Policy No. UPAINCE SOCIETY OF to Me in hand paid, and for WITNESS WHEREOF.

NOTAR

Policy No. 9,687,735 of the Equitable Life Assurance Society.

(Photostat Opposite)

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CORPORATE ACKNOWLEDGMENT	
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(Notary sign here) NOTARY	')
SOCIETY ASSUMES NO RESPONSIBILITY FOR THE VALIDITY OF ANY ASSIGNMENT.	1

IMPORTANT

Their should be attached to used find with the deplicate malgramust, a copy of a resolution by the Board of Directors, cartified segments or other authorised officer, under the seal of the corporation, authorising the executing officer to usegn the policy for build of till corporation.

3/2.

Tightly Bound

Policy No. 9,687,735 of the Equitable Life Assurance Society.

(Photostat Opposite)

THE EQUITABLE LIFE ASSURANCE SOCIETY OF THE UNITED STATES

upon receipt of due proof of the death of the Insured, then in force and is then surrendered properly relea

ad at the Home Office of the Society in New York on its data of form a part of this contract as fully as if re

Policy No. 9,687,735 of the Equitable Life Assurance Society.

(Photostat Opposite)

SECOND PAGE.

(Entries on this page are to be made only by the Society at its Home Office in New York.

No other entries will be recognized.)

	CHANGE OF BENEFICIARY REGISTER.	
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Tightly Bound ..

Policy No. 9,687,735 of the Equitable Life Assurance Society.

(Photostat Opposite)

INCONTESTABILITY AND FREEDOM OF TRAVEL, RESIDENCE AND OCCUPATION.

This policy shall be (a) INCONTESTABLE after it his been in force during the lifetime of the Insured for a period of two years from its date of issue, and (b) FREE FROM RESTRICTIONS on travel, residence, occupation or military or naval service.

PARTICIPATION IN DIVIDENDS.

The proportion of divisible surplus accruing upon this policy shall be ascertained annually. At the end of first and each subsequent policy year any surplus apportioned by the Society to this policy as a Dividend at the option of the Insured, be:

- L. Pald in conf. or
- wof which shall not be less than the origin and the Insured may at any time surr
- letions under this Option will be payable to pion shall receive interest in excess of 3% per annum the accumula. Isset by an Excess Interest Dividend in an amount to be determined a ally, and if in any year the Society doclares versary of the Register date of this policy. Any Divide under this Option late at 3% in

und does not elect one of the foregoing Options within three months after the mailing by the tice requiring such election, the Dividend shall be applied as provided under Option 2. If the cy year and while this policy is in force, such cash dividend as may be apportioned Insured dies after the first policy year and while this policy is in force, such cash dividend as may be apportion by the Society for the fraction of the then current policy year elapsed before such death will be allowed. Society of a notice requiring

Additional Insurance and any Dividends or accumulations remaining unpaid at the maturity of this all be payable at the same time and in the same manner as the face hereof unless otherwise provided

PATMENT AS MATURED ENDOWMENT. Whenever during the lifetime of the Insured the reserve on this policy and on any dividend additions together with any dividend accumulations equals the face amount hereof, the Society, upon surrender of this policy with due release, will regard this policy as a matured Endowment and will pay to the Insured the face amount of insurance hereunder here, any indebtedness.

THIRD PA

Policy No. 9,687,735 of the Equitable Life Assurance Society.

(Photostat Opposite)

ASSIGNMENTS. No sesignment of this policy shall be binding upon the Society or be desmed to be in force unless in writing and until filled at its Home Office. The Society assumes no responsibility for the validity Sent.

y seeignment in force and on file is to the Society as security for an advance, the Insured may from time to If there is no written assignment of this policy in force and on file with the Society or if the time, by written notice duly filed at the Society's Home Office, change the beneficiary, but such change shall take effect only upon its endorsement on this policy by the Society. BENEVICIARY.

and no sesignee entitled thereto, will be payable in a single sum to the children of the Insured who survive the If the executors or administrators of the Insured be not expressly designated as beneficiary, any part of the proceeds of this policy with respect to which there is no designated beneficiary living at the death of the Insured Insured, in equal shares, or should none survive, then to the Insured's executors or administrators.

The Insured (or assignee if any) may, without the consent of the beneficiary, surrender, assign or piedge ince. An assignicent by the Insured shall operate to enclude any and all rights of any beneficiary under this inder this policy shall be the same as if such assignments of said policy had not been made and that if assigned or pledged as collateral only by the Insured any equity remaining at the death of the Insured shall accrue to the policy except that upon release of all outstanding assignments or upon reassignment to the Insured all rights this policy and all rights bereunder or, subject to the Society's approval, change to another form or plan of insurPOLICE YEARS. The first policy year under this policy shall begin on the Register date stated on the back of this policy and the second and subsequent policy years shall begin on the respective anniversaries of the Register date If the age of the insured has been misstated, any benefits accruing under this policy shall be adjusted to correspond to those which would accrue under a similar policy which the premium paid would have purchased at the Bociety's rates in use at the Register date hereof for the Insured's correct age. The Society will, however, kimit the age of the Insured if furnished with due proof thereof, and in that event will issue to the Insured withnut cost a certificate evidencing such admission. THE CONTRACT. This policy, and the application therefor, a copy of which is endorsed hereon or securely uttached hereto, constitute the entire contract between the parties. All statements made by the Instited Shall, x be used in defense of a claim hereunder unless contained in the written application therefor and a copy of in the absence of fraud, be decrised representations and not warranties, and no statement shall avoid this policy uch application is endorsed hereon or attached hereto, wh a issued,

a risk not assumed by the Society under this policy. In such an event the Society's liability shall be imited to Self-destruction sene or insane, within two years from the date of insue hereof, is an amount equal to the premium actually paid. ELF-DESTRUCTION.

Policy No. 9,687,735 of the Equitable Life Assurance Society.

(Photostat Opposite)

PROVISIONS RELATING TO LOANS AND SURRENDER VALUES.

erefor. Failure to repay such advance or to pay interest thereon shall not avoid this policy unl t for the then current policy year, shall not exceed the al the total loan value, nor until thirty-one days after notice sh payable annually on the The Society, at any time while this policy is in force, will advance to the Insured, on pr grest if not paid when due shall be added to the exist rpose other than to pay premiums on gnee of record, if any, at their addre ranting of the same may be deferred by the Society for a period not exc ter date a sum which, w of the Re

while this policy is in force.

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es for any years not aboun to se basis and will be farsished

Policy No. 9,687,735 of the Equitable Life Assurance Society.

(Photostat Opposite)

MODES OF SETTLEMENT AT MATURITY OF POLICY.

DEPUBLY OPTION: Left on deposit with the Society at

Excess interest Livracea as may be apportioned.

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Owner, Paid in a fixed number of equal financi, semi-annual, quarterly or mo non.

nal, quanterly or monthly instalments for five, ten or twesty ye continuing during the remaining lifetime of the beneficiary as sho 3. Live Income OPTION:

in the following table.

Paid in equal annual, errai-ennual, quarterly or monthly tratainments of such amount as may be agreed upon until the net aum due under this policy together with interust on the udpaid balances at the rate of 3%, per annum, and such Excess Interest Dividends as may be apporting a shall

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If the fractional year's hastainents under Options 2, 3 or 4 or laterage payeents under Option 1 together with similar payments from any other policy or policies of this Society on the life of the learned and payable to the same beneficiary on the same claim would amount to kis that Ten dollars each, the Society reserves the right to pay annually, go'th such manner that the fractional payments shall amount by it less Ten dollars each.

No epiten of settlement elekted by the Inserved hereunder one to changed not can any payment thereunder to commented except by the Inserved's seriates order filed with the Seciety a

period certain, instalments under Option 3 will concluse during the lifetime of each percon, terminating with the last hattalment due prior to the death of each percon.

The Society will make each payment unone the store option by check which will require the personal endorsement of the payme as proof of sarrival. If any such payment depends upon the sarrival of any person other than the payme, satisfactory as proof of due eurival of such other person must be furnished.

Options 1, 3 and 4 shall be available only if there is a percent beneficiary, i. e., other than a corporation, frm. trustee, etc.

1000000

25. 33.

Policy No. 9,687,735 of the Equitable Life Assurance Society.

(Photostat Opposite)

COPY OF APPLICATION.

NOTE.—This copy should be carefully examined and if any error or omission is found, full particulars, with the number of the policy, should be sent immediately to the Home Office of the Society, 393 Seventh Ave., New York City.

copy

APPLICATION, PART I 9,687,735

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TO THE EQUITABLE LIFE ASSURANCE SOCIETY OF THE UNITED STATES	I hereby apply for a policy on my life for S 200,000 The expectation of production of administrators. Ity expectations of production resistants and administrators. Iliving at my death, otherwise as stated in policy, with right to change the beneficiary or swign the policy reserved to me.	My full name is FLORENCE GUGGENHEIM I was born at Phila. Pa. Photo. There, In the Sand of Soptember I 865. My insurance age at nearest birthday is therefore 71 vers. The policy to be on the WHOLE LIFE - ONE PATHENT plan, with Premium Fof \$ 170,778,00	suarter"—# ************************************	State. (t. State. State. State. State. State. State. Besides to the treatment of the state of th	Aprilate Bath Ind. Any Special Indirections.	Outed at New York N. T. Dee. 27th, 1954. (SGD) FLORENCE GUGGENHEIM HORNOLD OF APPLICANT.

. 512D.X. 34. 0.

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Policy No. 9,687,735 of the Equitable Life Assurance Society.

(Photostat Opposite)

SEVENTH PAGE

s on this page are to be made only by the Society at its Home Office in New York. No other entries will be recognized.)

SEVENTH PAGE.

Tightly Bound

. Exhibit G Annexed to Stipulation

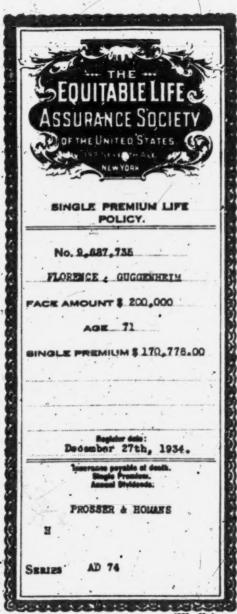
Policy No. 9,687,735 of the Equitable Life Assurance

(Photostat Opposite)

IT IS NOT NECES-SARY TO EMPLOY ANY PERSON. FIRM. OR CORPORATION TO COLLECT THE IN-SURANCE OR SECURE ANY BENEFIT UNDER THIS POLICY.



WRITE DIRECT TO THE EQUITABLE, LIFE ASSURANCE SOCIETY OF THE UNITED STATES, 393 SEVENTH AVENUE, NEW YORK, OR COMMUNICATE WITH THE NEAREST AUTHORIZED AGENT OF THE SOCIETY WHOSE DUTY IT IS TO FACILITATE ALL SETTLEMENTS WITHOUT CHARGE.



BEL M. 4 3/21

EXHIBIT "H" ANNEXED TO STIPULATION

Policy No. 4,918,86 tr the Mutual Life Insurance Company.

(Photostat Opposite)

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Exhibit H Annexed to Stipulation

Policy No. 4,918,863 of the Mutual Life Insurance Company

(Photostat Opposite)

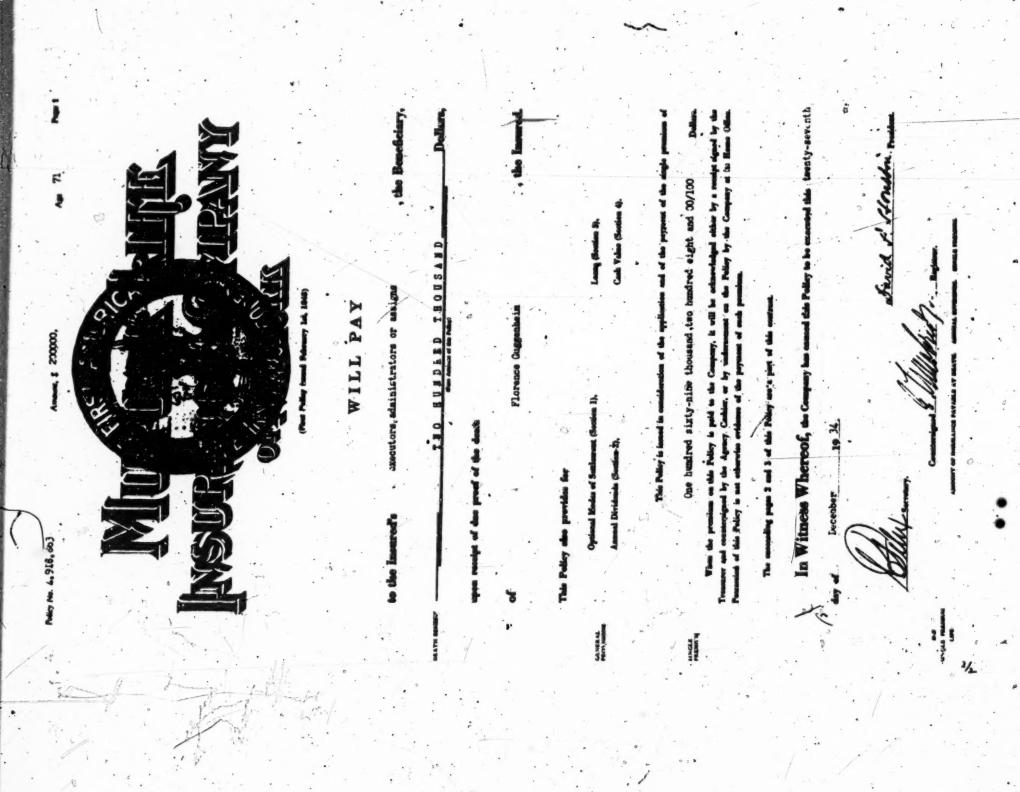


Exhibit H Annexed to Stipulation

Policy No. 4,918,863 of the Mutual Life Insurance Company

(Photostat Opposite)

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Exhibit H Annexed to Stipulation

Policy No. 4,918,863 of the Mutual Life Insurance Company

(Photostat Opposite)

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Exhibit H Annexed to Stipulation

Policy No. 4,918,863 of the Mutual Life Insurance Company.

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Exhibit H Annexed to Stipulation

Policy No. 4,918,863 of the Mutual Life Insurance Company

(Photostat Opposite)

- U#8

No. 4, 918, 863

The Mutual Life Insurance Company of New York

ANNUAL DIVIDEND
SINGLE PREMIUM LIFE POLICY

On the Life of

DHAW CHECK TO PAY THIS PHEMIUM TO THE WHILER OF THE MUTUAL LIFE INSURANCE COMPANY OF NEW YORK

Florence Guggenheim

Amount, \$ 200000.

Date, December 27th 19 34

Single Premium, \$169208.00

2/4 204

Tightly Bound

EXHIBIT "I" ANNEXED TO STIPULATION

Policy No. 1,226,201 of the Union Central Insurance Company.

00

(Photostat Opposite)

Assignment of Policy No./226201 THE UNION CENTRAL, LIFE INSURANCE COMPANY HOMENTE DIES For Value Received_ hereby assign, transfer and set over the above described policy of insurance, together with all rights reserved to me as the insured under the said policy, or as the owner thereof, or as the beneficiary hereunder, or as the assignee thereof, and all sum or sums of money, interest, penefit and advantage whatsoever, now due or hereafter to become due to me by virtue thereof, unto . It is hereby certified that the cedlegs to declare the undersigned nent of the said policy. t the undersigned has not been declared a bankrupt and that no pa and a bankrupt are now pending and that there has been no assig (L 8.) t of a Policy should be executed in deplicate, and the deplicate cent to the Home Office of the This form of Autgrescent is rurnished by the Company. As the laws of the various states differ, it is segued that us of the state in which it is to be app

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ATTACH THE ASSIGNMENT TO THE POLICY

Exhibit I Annexed to Stipulation

Policy No. 1,226,201 of the Union Central Insurance Company.

(Photostat Opposite)

Aor

INSURANCE COMPANY UNION CENTRAL THE

CINCINNATI, OHIO

HEREBY INSURES THE

E LIFE OF

payable on result of das proof of death of said insured during the continuance of this policy, less any indebtedness and advances hereon, at its Home

Sensitions y Office in Cachmati, Obly, to the beneficiary bereinafter named.

This policy is issued in consideration of a premium

& 50/100 at thousand one hundred thirty sight Dollars.

seused at Cincinnati, Ohio, this 7th day of January 19 35.

Richard & Bang

W. Howard Con

Exhibit I Annexed to Stipulation

Policy No. 1,226,201 of the Union Central Insurance Company.

(Photostat Opposite)

Section A.

Beneficiary and Ownership Provisions.

- A 1. CHANGE OF BENEFICIARY. The insured shall have the right at any time, and from time to time, to change the beneficiary, by written notice in form acceptable to the Company which will be furnished on request.
- A 2. OWNERSHIP. The insured may exercise every right and receive every benefit reserved to the fast of the owner of the policy, including the right of resignment, and may agree with the Company to any change in or amendment of the policy, without the consent of any beneficiary except as may be otherwise provided in appointing such beneficiary.
- A3. RENEFICIARY. The net sum payable at the death of the insured shall be paid to the executors, administrators or assigns of the beauted.

Exhibit I Annexed to Stipulation

Policy No. 1,226,201 of the Union Central Insurance Company.

(Photostat Opposite)

Section B-Premiume and Dividends.

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B4. AUTOCATE, Discussing, If the owner of the older dual not emeries may other much option the dividend half be applied, on the empiriph of thirty-one days after the americans of the policy, to the providence of publications. At the death of the insured during the continuous of the policy, the pre rules part of the dividend for the current policy year and communications of dividends at these current shall be public with the policy.

Section C - Policy Values.

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Table of Values.

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Exhibit I Annexed to Stipulation

Policy No. 1,226,201 of the Union Central Insurance Company.

(Photostat Opposite)

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Exhibit I Annexed to Stipulation

Policy No. 1,226,201 of the Union Central Insurance Company.

(Photostat Opposite)

Section E - General Privileges and Conditions.

H1. CONTRACT. This policy, together with the application, a copy of which is attached hereto, shall consiste and contain the entire centract. All statements shall, in the alemno of friest, he deemed representations and not wairrastice. No much obstract shall avoid this rookly or he used in defense to a claim thereunder, unless it is contained in the written application, and unless overy of such application is attached to the policy when

E. INCORTESTABILITY. The policy shall be incontestable after two years from the date of issue orough for non-payment of pressions, and except as to provisions, if only, reloting to beseafts in the event of disshifty or granting additional insurance in event of death by accidental means.

H. AGE. In the orant of the age of the insure being misstained, the execute payable shall be small as the premiums paid would have purchased at the correct He SUNCIDE. Beleiche wilden two years from the date of lease of this policy, whether the incured was seen or hease, is a rick not essented harvender and the second payable shall be a seen equal to the president policy to the berson.

E.E. AUTHORITT. Hose of the terms of this policy hall be modified, nor any furificate under it wadred, surty an agreement in writing, against by the Prosident, a floo-Francism, the Becrutary or an Aminist Secretary, close authority for this purpose shall not be delegated. Exhibit I Annexed to Stipulation

Policy No. 1,226,201 of the Union Central Insurance Company.

(Photostat Opposite)

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Exhibit I Annexed to Stipulation

Policy No. 1,226,201 of the Union Central Insurance Company.

(Photostat Opposite)

Sheet 8

THE UNION CENTRAL LIFE INSURANCE COMPANY CHECKIVED ON A THREE THR

Exhibit I Annexed to Stipulation

Policy No. 1,226,201 of the Union Central Insurance Company.

(Photostat Opposite)

Sheet 9

void unnecessary expense by communicating with the Company

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THE UNION CENTRAL LIFE INSURANCE COMPANY

CINCINNATI, OHIO

Insurance on the Life of

Florence Guggenheim

Amount \$ 25,000.00

Date of Issue January 7.

Premium \$ 21,138,50

The Charles B.Knight Agency

IN UNITED STATES DISTRICT COURT

NOTICE OF MOTION FOR JUDGMENT

SIR:

Please Take Notice that upon the pleadings in this action and a stipulation of facts heretofore filed herein the undersigned will move this Court, at the United States Courthouse, in the Borough of Brooklyn, City of New York, on the 7th day of June, 1939, at 10:30 o'clock A. M., or as soon thereafter as counsel can be heard, for judgment on the pleadings, pursuant to Rule 12(c) of the New Rules of Civil Procedure for District Courts of the United States in favor of the plaintiff, with costs, and for such other and further relief in the premises as to the court may seem just and proper.

Dated, New York, June 1, 1939.

Yours, etc., Paul B. Barringer, Jr., Attorney for Plaintiff, Office & P. O. Address, 15 Broad Street, Borough of Manhattan, New York City.

To Hon. Vine H. Smith, United States Attorney, United States Court House, Brooklyn, N. Y.

IN UNITED STATES DISTRICT COURT, EASTERN DISTRICT OF NEW YORK

Civil No. 57 July 5, 1939

[Same Title]

Appearances:

Paul B. Barringer, Jr., Esquire, Attorney for Plaintiff. John G. Jackson, Jr., Esquire, Of Counsel.

Vine H. Smith, Esquire, United States Attorney, Attorney for Defendant. William S. Perlman, Esquire, Assistant United States Attorney.

OPINION

GALSTON, D. J.:

The plaintiff moves upon the pleadings in the action and on a stipulation of facts for judgment on the pleadings pursuant to Rule 12(c) of the Rules of Civil Procedure.

The action is one for the recovery of a federal gift tax assessment for the calendar year 1934. On or about March 15, 1935 the plaintiff filed with the Collector of Internal Revenue a federal gift tax return and paid a tax in the amount of \$52,872.93. In this return there were reported gifts of nine single premium life insurance policies; two of them to M. Robert Guggenheim, having a combined cash surrender value on the date of the gift of \$155,915.09; four to Gladys C. Straus, having a combined cash surrender value on the date of the gift of \$251,012.26; and three to Harry G. Guggenheim, having a cash surrender value on the date of the gift of \$310,417.40.

The complaint alleges that the Commissioner of Internal Revenue determined that the aforesaid policies should have been valued not on their cash surrender value on the date of the gift but on the basis of their cost to the plaintiff. Accordingly he ruled that the values of the policies respectively were \$189,901.70, \$295,412.30 and \$367,124.57, and assessed a deficiency against the plaintiff in the sum of \$13,804.69, together with interest thereon in the amount of \$1,450.05. These amounts were paid by the plaintiff to the defendant on or about January 25, 1937.

The plaintiff on or about June 30, 1938 filed a claim for refund for these payments, which claim was rejected on October 6, 1938. Plaintiff alleges that the true market value of the policies, when they were irrevocably assigned to the donees, was their cash surrender value.

The answer in effect admits all of the foregoing allegations of the complaint and raises no issue of fact; but alleges that the Commissioner correctly determined the amount of the gifts to be the cost to plaintiff of the contracts of insurance, and denies that the best evidence of the market value is their cash surrender value.

The question is then purely one of law, as to whether the tax should be based on the cash surrender value of the policies or the cost to the plaintiff.

The Revenue Act of 1934 enacted on May 10, 1934 determines the rights of the parties. It appears that in that act there was no alteration of Sec. 506 of the Revenue Act of 1932. That act provided:

"If the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the gift."

That language is sufficiently clear and apparently is in no sense ambiguous or difficult to interpret. Nevertheless, because doubtless of its general terms, the Commissioner of Internal Revenue on October 30, 1933 set forth the following regulation, Article 2 (5) of Regulation 79:

"5. The irrevocable assignment of a life insurance policy, or the naming of the beneficiary of a policy without retaining any of the legal incidents of ownership therein, constitutes a gift in the amount of the net cash surrender value, if any, plus the prepaid insurance adjusted to the date of the gift."

It must be presumed that when Congress re-enacted in 1934 Sec. 506 of the Revenue Act of 1932, it had knowledge of the foregoing regulation promulgated by the Treasury Department and approved it. McCaughn v. Hershey Chocolate Co., 283 U. S. 488; National Lead Co. v. U. S., 252 U. S. 140 at 146.

The plaintiff, in accordance with the foregoing provision of the law and regulation of the Commissioner of Internal Revenue, paid her gift tax as shown by her 1934 gift tax return.

It appears that the Revenue Act of 1935 made no changes in Sec. 506 of the Revenue Act of 1932. Nevertheless on February 26, 1936 the departmental regulations were changed, and Article 19 (9) of Regulation 79 provided:

"(9) The values of a life insurance contract or of a contract for the payment of an annuity issued by a company regularly engaged in the selling of contracts of that character is established through the sale of the particular con-

tract by the company, or through the sale by the company of comparable contracts.

"Example: A donor owning a life insurance policy on which no further payments are to be made to the company (e. g., a single premium policy or paid up policy) makes a gift of the contract. The value of the gift is the amount which the company would charge for a single premium contract of the same specified amount on the life of a person of the age of the insured."

It is to be noted that this rule defines the value of a life insurance contract to be the amount paid to the company for the insurance, which is, of course, quite different from the regulation of the Treasury Department of October 30, 1933, which set forth the surrender value of such policy as the true measure of value.

To apply the 1936 regulation retroactively, if indeed it can be applied even prospectively with validity, is attended with much difficulty. It is, of course, conceivable that a regulation promulgated by an executive branch of the Government may require correction, but where the Department has acted for years under an expressed interpretation and Congress implicitly has accepted such interpretation through re-enactment of the same statute, the new interpretation should not without a showing of Congressional authority have a retroactive effect. Helvering v. R. J. Reynolds Tobacco Co., 306 U. S. 110.

'In McCaughn v. Hershey Chocolate Co., 283 U. S. 488, it was said:

"The re-enactment of the statute by Congress as well as the failure to amend it in the face of the consistent administrative construction, is at least persuasive of a legislative recognition and approval of the statute as construed."

Nor can the view be ignored that where administrative boards or executive departments are empowered to prescribe regulatory provisions affecting a Congressional statute, such regulations have the full force and effect of law, if encompassed within the scope of the statute. So that it must follow that when the plaintiff in 1934 acted within the provisions of the Treasury regulations effective at that time, she was acting within the law. Application of the 1936 regulation would in effect attempt to destroy the legality of the plaintiff's act without warrant of law.

In facts substantially similar to those presented on the pleadings herein, the question was re-examined in Commissioner v. Mary H. Haines, by the Circuit Court of Appeals for the Third Circuit, not yet officially reported, and with reliance on Helvering v. R. J. Reynolds Tobacco Co., supra, that court held that the tax must be assessed on the cash surrender value of the policies at the time the gift was made in accordance with the regulations then in force.

The motion for judgment on the pleadings is opposed and it is contended in the brief, as it was at the argument, that the stipulation of facts filed in the cause was executed by the Government not for submission on this motion, but for use at the trial. Strictly speaking, of course, the stipulation may not be considered on a motion for judgment on the pleadings and the technical position taken by the Government must be sustained. So the motion will be consid-

ered only on the pleadings. The motion is, moreover, resisted because it is asserted that the Government intends to prove at the trial (1) that the plaintiff applied for and obtained each of these policies for the purpose of making gifts of the policies; (2) that the amount of prospective dividends on eight of the nine policies and the actual reserve on these policies were in excess of the cash surrender value.

But both of these matters may be admitted for the sake of the argument, without impairing the full force and effect of plaintiff's contention that under existing law, at the time that the gifts were made, the cash surrender value was the determinant of the value of the gift.

It is inconceivable how any evidence that the defendant may seek to adduce, as suggested in its brief, bearing upon the age of the plaintiff-it is said she was seventy-one years of age when the policies were applied for-can in any way effect this result. Certainly her age is not a factor that enters into the question whether the gift tax should be based on the surrender value of the policy or the premium that she paid. Likewise the suggestion that the defendant is seeking an investigation concerning the reserves set up by insurance companies in the determination of the cash surrender value of policies is likewise immaterial. Judicial notice may well be taken that cash surrender values as determined by insurance companies are based upon strict actuarial computations; and there is no suggestion that in the open market a buyer could be found who would pay a greater sum for the policies than that which the insurance actuaries determine to be their cash surrender values. Certainly defendant's investigation into the accuracy of such

calculations cannot compel a finding that the insurance com-panies should pay a greater cash surrender value than they stipulate to pay in the contracts of insurance.

Accordingly the plaintiff's motion for judgment on the

pleadings is granted.

-, U. S. D. J.

IN UNITED STATES DISTRICT COURT FOR THE EASTERN DISTRICT OF NEW YORK

Civil No. 57

JUDGMENT

A motion having been made herein on behalf of the plaintiff for judgment in her favor on the pleadings, consisting of a complaint and the answer therete, and said motion having been granted by the opinion of Judge Galston entered in the office of the Clerk of this Court on July 5, 1939,

It Is on motion of Paul B. Barringer, Jr., atterney for the plaintiff

Ordered, Adjudged and Decreed that the plaintiff Florence Guggenheim, recover of the defendant Almon G. Rasquin, individually and as United States Collector of Internal Revenue for the First District of New York, the sum of Fifteen Thousand Two Hundred Fifty-four and 74/100 Dollars (\$15,254.74) together with interest thereon from January 25, 1937, in the amount of Two Thousand Two Hundred Sixty Two and 79/100 Dollars (\$2,262.79), making a total of Seventeen Thousand Five Hundred Seventeen and 53/100 Dollars (\$17,517.53), and that plaintiff have execution therefor.

Judgment approved; Dated: July 14th, 1939.

Clarence G. Galston, U. S. D. J. Percy G. B. Gilkes,

Clerk, by S. P. Feuer, Deputy Clerk.

Judgment rendered dated July 14th, 1939.

IN UNITED STATES DISTRICT COURT, EASTERN DISTRICT OF NEW YORK

Civil No. 57

AMENDED JUDGMENT

Upon the annexed stipulation and affidavit, it is on motion of Vine H. Smith, United States Attorney for the Eastern District of New York, attorney for the defendant,

Ordered that the judgment heretofore filed in the office of the Clerk of the United States District Court for the Eastern District of New York on the 14th day of July, 1939, be and hereby is amended as follows:

UNITED STATES DISTRICT COURT FOR THE EASTERN DISTRICT OF NEW YORK

Civil No. 57

FLORENCE GUGGENHEIM, Plaintiff,

against

ALMON G. RASQUIN, individually and as United States Collector of Internal Revenue for the First District of New York, Defendant

JUDGMENT

A motion having been made herein on behalf of the plaintiff for judgment in her favor on the pleadings, consisting of a complaint and the answer thereto, and said motion having been granted by the opinion of Judge Galston entered in the office of the Clerk of this Court on July 5, 1939,

It Is on motion of Paul B. Barringer, Jr., attorney for

the plaintiff

Ordered, Adjudged and Decreed that the plaintiff Florence Guggenheim, recover of the defendant Almon G. Rasquin, individually and as United States Collector of Internal Revenue for the First District of New York, the sum of Fifteen Thousand Two Hundred Fifty-four and 74/100 Dollars (\$15,254.74) together with interest thereon from January 25, 1937, and that plaintiff have execution therefor. Judgment approved; Dated: July 14th 1939.

(Signed) Clarence G. Galston, U. S. D. J.; Percy G. B. Gilkes, Clerk, by S. R. Feuer, Deputy Clerk.

Judgment Tendered dated July 14th, 1939.

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It is Further Ordered that the Clerk of this Court amend the judgment accordingly.

Dated: Brooklyn, New York, August 26th, 1939.

(Sgd.) Clarence G. Galston, U. S. D. J.

STIPULATION ANNEXED TO AMENDED JUDGMENT

UNITED STATES DISTRICT COURT, EASTERN DISTRICT OF NEW YORK

Civil No. 57

FLORENCE GUGGENHEIM, Plaintiff,

against

Almon G. Rasquin, individually and as United States Collector of Internal Revenue for the First District of New York, Defendant

It is Hereby Stipulated and Agreed by and between the attorneys for the respective parties herein that the judgment heretofore entered herein by the Clerk of the United States District Court for the Eastern District of New York on the 14th day of July, 1939 be and hereby is amended to read as follows:

UNITED STATES DISTRICT COURT, EASTERN DISTRICT OF NEW YORK

Civil No. 57

FLORENCE GUGGENHEIM, Plaintiff,

against

Almon G. Rasquin, individually and as United States Collector of Internal Revenue for the First District of New York, Defendant

JUDGMENT

A notion having been made herein on behalf of the plaintiff for judgment in her favor on the pleadings, consisting of a complaint and the answer thereto, and said motion having been granted by the opinion of Judge Galston entered in the office of the Clerk of this Court on July 5, 1939, It Is on motion of Paul B. Barringer, Jr., attorney for the plaintiff,

Ordered, Adjudged and Decreed that the plaintiff Florence Guggenheim, recover of the defendant Almon G. Rasquin, individually and as United States Collector of Internal Revenue for the First District of New York the sum of Fifteen Thousand Two Hundred Fifty-four and 74/100 Dollars (\$15,254.74) together with interest thereon from January 25, 1937, and that the plaintiff have execution therefor. Judgment approved; Dated: July 14th, 1939.

(Signed) Clarence G. Galston, U. S. D. J.; Percy G. B. Gilkes, Deputy Clerk, Clerk, by S. R. Feuer.

Judgment rendered dated July 14th, 1939.

It is Further Stipulated and Agreed that the amended judgment as above set forth may be submitted for settlement and signature without notice by either party.

Dated: Brooklyn, New York, August 14th, 1939.

(Sgd.) Vine H. Smith, United States Attorney, Attorney for Defendant, by Mario Pittoni, Assistant U. S. Attorney; Paul B. Barringer, Attorney for Plaintiff.

AFFIDAVIT ANNEXED TO AMENDED JUDGMENT

UNITED STATES DISTRICT COURT, EASTERN DISTRICT OF . NEW YORK

Civil No. 57

FLORENCE GUGGENHEIM, Plaintiff,

against

Almon G. Rasquin, individually and as United States Collector of Internal Revenue for the First District of New York, Defendant

EASTERN DISTRICT OF NEW YORK, SS:

Herbert I. Sorin, being duly sworn, deposes and says:

I am an Assistant United States Attorney duly appointed according to law, and am familiar with the above-entitled action. The source of my information is official documents and correspondence now in the custody of the United States Attorney's office.

On July 14, 1939 judgment was entered by the Clerk of this District against the above-named defendant for the principal amount of \$15,254.74 "together with interest thereon from January 25, 1937 in the amount of \$2,262.79, making a total of \$17,517.53 * * *"."

Since the entry of this judgment, I have been informed by the Department of Justice at Washington, D. C. that the recital of interest as above set forth is contrary to the provisions of Section 615 of the Revenue Act of 1928, in that interest on judgments for tax overpayment is not authorized.

I have transmitted this view to the attorneys for the plaintiff, and they have agreed to stipulate that the judgment be amended accordingly. Wherefore, it is respectfully requested that the judgment be amended in pursuance of the stipulation dated August 14, 1939, and of the Revenue Act of 1928, Section 615.

(Sgd.) Herbert I. Sorin.

Sworn to before me this 22nd day of August, 1939. Edw. E. Fay, United States Commissioner, E. D. N. Y. IN UNITED STATES DISTRICT COURT

[Title omitted]

NOTICE OF APPEAL

Notice is hereby given that Almon G. Rasquin, individually and as United States Collector of Internal Revenue for the First District of New York, defendant-appellant above named, hereby appeals to the Circuit Court of Appeals for the Second Circuit from the decision herein, dated July 5, 1939, entered in the office of the Clerk of the United States District Court for the Eastern District of New York or said date, and from the judgment on the pleadings entered in this action on July 14, 1939, and from the amended judgment entered in this action on August 26, 1939, and from each and every part of said judgment, and from each and every part of said decision.

Dated, Brooklyn, New York, October 10, 1939.

Harold M. Kennedy, United States Attorney, Eastern District of New York, Attorney for Defendant-Appellant, 519 Federal Building, Borough of Brooklyn, City of New York. By (Sgd.) Frank J. Parker, Asst. U. S. Attorney.

To Percy G. B. Gilkes, Clerk, U. S. District Court, Eastern Dist. of New York.

Paul B. Barringer, Jr., Attorney for Plaintiff-Appellee, 15 Broad Street, New York City.

IN UNITED STATES DISTRICT COURT

STIPULATION AS TO RECORD

It is hereby stipulated and agreed by and between the attorneys for the respective parties hereto, that the foregoing is a true transcript of the record of the District Court of the United States for the Eastern District of New York in the above-entitled matter as agreed on by the parties.

Dated, Brooklyn, N. Y., November 17, 1939.

Paul B. Barringer, Attorney for Plaintiff-Appellee. Harold M. Kennedy, United States Attorney, Attorney for Defendant-Appellant. Frank J. Parker. Clerk's Certificate to foregoing transcript omitted in printing.

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[fol. 194] UNITED STATES CIRCUIT COURT OF APPEALS FOR THE SECOND CIRCUIT

No./217-October Term, 1939.

(Argued February 14, 1940. Decided March 18, 1940.)

FLORENCE GUGGENHEIM, Plaintiff-Appellee,

against

ALMON G. RASQUIN, Collector of Internal Revenue for the First District of New York, Defendant-Appellant

Action by Florence Guggenheim against Almon G. Rasquin, Collector of Internal Revenue for the First District of New York, to recover an amount paid as gift tax. From a jadgment for the plaintiff, entered on motion for judgment on the pleadings, the defendant appeals.

Reversed.

Before: Swan, Augustus N. Hand and Patterson, Circuit Judges

Samuel O. Clark, Jr., Sewall Key and Arthur L. Jacobs for appellant.

Paul B. Barringer, Jr. (John G. Jackson, Jr., of counsel) for appellee.

[fol. 195] PATTERSON, Circuit Judge.

The plaintiff in December 1934 took out nine life insurance policies on the single premium basis, that is to say, with the premium paid in advance in a lump sum. The policies were payable to her estate. At the time of taking them out, and as to some of the policies prior to formal issuance, the plaintiff assigned them to three children by gift. The policies insured the plaintiff's life for \$1,000,000, and the cost to the plaintiff was \$852,438.50, fully paid at the time of issuance. She made a return for gift tax, listing the policies at a value of \$717,344.81, said to represent their cash surrender value immediately after issuance, and paid gift tax on the basis that she had made gifts of that value. The Commissioner of Internal Revenue determined that the value of the gifts was the cost of the policies to the plaintiff, \$852,438.50, and assessed a tax deficiency of \$13,804.69.

The plaintiff paid the amount demanded and after denial of claim for refund brought action against the collector to recover the additional tax paid.

The facts were covered in the pleadings and in a stipulation. The district judge granted the plaintiff's motion for judgment on the pleadings and entered judgment for the plaintiff. He held that the value of the gifts was the cash surrender value of the policies immediately after issuance. As to cash surrender value, it appears from the terms of the policies that they may be realized on after the first policy year. The plaintiff alleged, however, that cash surrender values at the time of the gifts were furnished her by the insurance companies at the amounts specified in her return, \$717,344.81, and the defendant did not take issue with the allegation that the cash surrender values totalled \$717,344.81.

Where a donor takes out life insurance on payment of single premium and at the same time makes an irrevokable gift of the policy to a donee, which amount should be taken [fol. 196] as the value for gift tax, the cost to the donor or the cash surrender value of the policy in the hands of the donee immediately after issuance? The difference is considerable, over \$135,000 in the instant case. We are of opinion that the value for gift tax is the cost of the policy to the donor.

Under the Revenue Act of 1932, the gift tax is imposed on the donor. If the gift is in property, "the value thereof at the date of the gift shall be considered the amount of the gift". Section 506. When the property given is a life insurance policy, the value is the amount that it would cost to duplicate the policy at the time of the gift. That is the value commonly recognized by the courts in actions for conversion of a policy, in actions for breach of contract to issue a paid-up policy, and in allowing claims against insolvent life insurance companies. Sedgwick on Damages, section 730; Sutherland on Damages, section 838; New York Life Ins. Co. v. Statham, 93 U. S. 24; Bass v. Life and Annuity Assn., 96 Kap. 205, 150 Pac. 588; Ebert v. Mutual Reserve Fund Life Assn., 81 Minn. 116; People v. Security Life Ins. Co., 78 N. Y. 114; Toplitz v. Bauer, 161 N. Y. 325; Speer v. Phoenix Mutual Life Ins. Co., 36 Hun 322; Universal Life Ins. Co. v. Binford, 76 Va. 103; Bell's Case, L. R. 9 Eq. Cas. 705; In re English Assurance Co., L. R. 14

Eq. Cas. 72. It is true that the cost of a similar policy does not meet all cases, as where the insured has become uninsurable at the time as of which the value of the policy is to be determined. But it is generally a more accurate measure of value than the amount of money allowed by the company for surrender of the policy. Toplitz v. Bauer, supra; Speer v. Phoenix Mutual Life Ins. Co., supra; In re English Assurance Co., supra. And in a case like the present one, where the policy is given away at the time it is taken out, there is no uncertainty as to its worth. The worth is established convincingly by what the donor paid for the policy on that very day.

Cash surrender value, on the other hand, is [fol. 197] merely the money which the company will pay on surrender o policy for cancellation. The amount corresponds to tve on the policy less a surrender charge. It represents the value only in the event of surrender. With policies on an annual premium basis, it is the general practice not to allow cash surrender value for the first two years. Life Insurance, MacLean, 4th Ed., page 161; Life Insurance, Huebner, page 321. It would hardly be urged, however, that a life insurance policy was worthless until the third year, or that the gift of a policy less than three years old was not subject to gift tax on the ground that the property given had no value. Yet that would be the result if cash surrender value were the determining factor under the gift tax law.

Suppose a case where a parent pays \$1,000 for an automobile to be delivered to a son as a gift. The value of the gift is what the donor gave up for it, \$1,000, not the smaller amount that the son might be able to induce the dealer to . allow him in cash on a surrender of the automobile. We see no difference in principle between that case and a case where the parent takes out a single premium paid-up life: insurance policy and gives it to a son forthwith. The value of the gift is what the parent paid for the policy, not what the son might obtain for it by surrendering it to the insurance company. The gift tax, it is to be borne in mind, is imposed on the donor and is measured by the value of the property given by him, not by the value of the property in the hands of the donee. Here the donor's estate was depleted by the amount which she paid for the policies, not by their surrender value.

The taxpayer relies on Article 2(5) of Treasury Regulations 79, as it read prior to 1936:

"The irrevocable assignment of a life insurance policy, or the naming of the beneficiary of a policy without retaining any of the legal incidents of ownership therein, constited. 198] these a gift in the amount of the cash surreader value, if any, plus the prepaid insurance adjusted to the date of the gift."

The regulation was evidently designed for a case where a policy was given away some time after issuance. We do not interpret it as intended for a case where a single premium policy is given away simultaneously with issuance. If it was intended to govern such a case, the reference to "prepaid insurance" might well be said to set the value at the amount of the single premium payment, which accords with our views of the value of the gift. As the Supreme Court recently said of another former regulation relative to gift tax, "At most the regulation is ambiguous and without persuasive force in determining the true construction of the statute." Estate of Sanford v. Commissioner, 308 U. S. 39, 49. And in any event, the present case is touched by the next paragraph in the Regulations, Article 2(6):

"Where premiums on a life insurance policy are paid by an insured who has near of the legal incidents of ownership in the policy, and the beneficiary is other than the insured's estate, each premium payment is a gift in the amount thereof."

The regulations as they stood in 1935 did not prescribe that cash surrender value be taken as the value of the gift in a case like the present. On the contrary, they were quite as consistent with the view which seems to us the correct one, that where a donor takes out life insurance for the benefit of another irrevocably, the value of the gift is the premium paid by the donor. In 1936 the regulations were changed so as to eliminate any confusion and to provide explicitly that in such an instance the value of the gift is to be measured by the cost of the insurance.

[fol. 199] There are cases to the effect that cash surrender value governs for purposes of gift tax in the case of gifts of life insurance policies made prior to 1936. Commissioner v. Haines, 104 F. 2d, 854 (C. C. A. 3); Helvering v. Cronin,

106 F. 2d, 907 (C. C. A. 8); Helvering v. Bryan, decided January 31, 1940 by the Fourth Circuit. Those cases rest on an interpretation of former Article 2(5) to which we cannot accede. There is a decision the other way in the district court, Ryerson v. United States, 28 F. Supp. 265 (D. C. Ill.), with which we are in accord.

The Commissioner assessed the tax on the proper basis, the cost of the policies to the donor at the time of the gift. Judgment should have been entered for the defendant.

Reversed.

[fol. 200] United States Circuit Court of Appeals, Second Circuit

At a Stated Term of the United States Circuit Court of Appeals, in and for the Second Circuit, held at the United States Courthouse in the City of New York, on the 3rd day of April one thousand nine hundred and forty.

Present: Hon. Thomas W. Swan, Hon. Augustus N. Hand, Hon. Robert P. Patterson, Circuit Judges.

FLORENCE GUGGENHEIM, Plaintiff-Appellee,

VS.

ALMON G. RASQUIN, Collector, etc., Defendant-Appellant

Appeal from the District Court of the United States for the Eastern District of New York.

This cause came on to be heard on the transcript of record from the District Court of the United States for the Eastern District of New York, and was argued by counsel.

On consideration whereof, it is now hereby ordered, adjudged, and decreed that the judgment of said District Court be and it hereby is reversed with costs.

It is further ordered that a Mandate issue to the said District Court in accordance with this decree.

D. E. Roberts, Clerk.

[fol. 201] [Endorsed:] United States Circuit Court of Appeals, Second Circuit. Florence Guggenheim v. Almon G. Rasquin, Collector, etc. Order for Mandate. United States Circuit Court of Appeals, Second Circuit. Filed Apr. 3, 1940. D. E. Roberts, Clerk.

[fol. 202] United States of America, Squthern District of New York

I. D. E. Roberts, Clerk of the United States Circuit Court of Appeals for the Second Circuit, do hereby certify that the foregoing pages, numbered from 1 to 201, inclusive, contain a true and complete transcript of the record and proceedings had in said Court, in the case of Florence Guggenheim, Plaintiff-Appellee, against Almon G. Basquin, Collector, etc., Defendant-Appellant, as the same remain of record and on file in my office.

In testimony whereof, I have caused the seal of the said Court to be hereunto affixed, at the City of New York, in the Southern District of New York, in the Second Circuit, this eighth day of May, in the year of our Lord one thousand nine hundred and forty, and of the Independence of the said United States the one hundred and sixty-fourth.

D. E. Roberts, Clerk. (Seal.)

(8121)

SUPREME COURT OF THE UNITED STATES

ORDER ALLOWING CERTIORARI—Filed October 14, 1940

The petition herein for a writ of certiorari to the United States Circuit Court of Appeals for the Second Circuit is granted.

And it is further ordered that the duly certified copy of the transcript of the proceedings below which accompanied the petition shall be treated as though filed in response to such writ.

Mr. Justice Roberts took no part in the consideration and decision of this application.

Endorsed on Cover: Enter Paul B. Barringer, Jr. File No. 44,437, U. S. Circuit Court of Appeals, Second Circuit, Term No. 92, Florence Guggenheim, Petitioner, vs. Almon Q. Rasquin, Individually and as United States Collector of Internal Revenue for the First District of New York. Petition for a writ of certiorari and exhibit thereto. Filed May 21, 1940. Term No. 92 O. T. 1940.

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Office - Supreme Court, U. S.

MAY 21 1940

IN THE

CHARLES ELMORE CROPLEY

Supreme Court of the United States

OCTOBER TERM, 1939.



92

FLORENCE GUGGENHEIM

Petitioner

ALMON Q. RASQUIN, individually and as United States Collector of Internal Revenue for the First District of New York

Respondent

PETITION FOR WRIT OF CERTIORARI TO THE UNITED STATES CIRCUIT COURT OF APPEALS FOR THE SECOND CIRCUIT AND BRIEF IN SUPPORT THEREOF.

Paul B. Barringer, Jr., Counsel for Petitioner.

Of Counsel,
John G. Jackson, Jr. 8

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Supreme Court of the United States OCTOBER TERM, 1939

No.

FLORENCE GUGGENHEIM

Petitioner

Almon Q. Rasquin, individually and as United States Collector of Internal Revenue for the First District of New York

Respondent

PETITION FOR WRIT OF CERTIORARI TO THE UNITED STATES CIRCUIT COURT OF APPEALS FOR THE SECOND **CIRCUIT AND BRIEF IN SUPPORT THEREOF:

TO THE HONORABLE THE CHIEF JUSTICE AND ASSOCIATE JUSTICES OF THE SUPREME COURT OF THE UNITED STATES:

The petition of FLORENCE GUGGENHEIM respectfully prays for a writ of certiorari to the United States Circuit Court of Appeals for the Second Circuit to review an Order for Mandate of that Court entered in this case on April 3, 1940, reversing the decision of the United States District Court for the Eastern District of New York.

Opinions Below

The opinion of the District Court is reported in 28 F. Supp. 322. The opinion of the Circuit Court of Appeals is reported in 110 F. (2d) 371.

Jurisdiction

The order for mandate of the Circuit Court of Appeals reversing the decision of the District Court was entered on April 3, 1940 (R. 200). The jurisdiction of this Court is invoked under Section 240 of the Judicial Code as amended.

Question Presented

The question presented is the value for purposes of the gift tax law of a gift in 1934 of nine single premium life insurance policies. The petitioner contended that the value of the single premium life insurance policies was their cash surrender value on the date of the gift, which is in accord with the Treasury Regulations in effect at the time of the gift. The respondent contended that the value of the gifts was their cost to the petitioner, basing his contention upon the rule of value set forth in the Treasury Regulations adopted in 1936.

Statutes and Regulations Involved

The statutes and the regulations involved will be found in the Appendix, infra, pages 7-10.

Statement

The following facts are taken from the stipulation of facts and admitted facts alleged in the complaint.

The petitioner in 1934 took out nine single premium life insurance policies and irrevocably assigned them on the date they were taken out to three of her children by gift. No incidents of ownership were retained by the petitioner. The policies insured the petitioner's life for \$1,000,000. The cost to the petitioner was \$852,438.50, and

the cash surrender value on the date the policies were assigned was \$717,344.81. The petitioner filed a gift tax return listing the policies at their cash surrender value of \$717,344.81, and paid a gift tax thereon.

The Commissioner of Internal Revenue determined that the yalue of the gifts was the cost of the policies to the petitioner, \$852,438.50, and assessed a tax deficiency of \$13,804.69. The petitioner paid the amount demanded and after denial of claim for refund brought action against the respondent to recover the additional tax paid.

The District Court, in granting the petitioner's motion for judgment on the pleadings, held (R. 175-181) that:

- (1) Article 2 (5) of Regulations 79, promulgated on October 30, 1933, interpreted Section 506 of the Revenue Act of 1932 and set forth the rule that the cash surrender value of a single premium life insurance policy is the true measure of value for gift tax purposes.
- (2) When Congress re-enacted in 1934 Section 506 of the Revenue Act of 1932, it had knowledge of the foregoing fegulation and approved it. McCaughn v. Hershey Chocolate Co., 283 U. S. 488; National Lead Co. v. U. S., 252 U. S. 140.
- (3) Where the Treasury Department has acted for years under an expressed interpretation (Article 2 (5) of Regulations 79—1933 edition) and Congress implicitly has accepted such interpretation through re-enactment of the same statute, a new interpretation (Article 19 (9) of Regulations 79—1936 edition) should not without a showing of Congressional authority have a retroactive effect. Helvering v. R. J. Reynolds Tobacco Co., 306 U. S. 110.

The Circuit Court of Appeals (R. 194-199) reversed the decision of the District Court and held that where a donor takes out a single premium life insurance policy and irrevocably assigns it to another, the value of the gift is the premium paid by the donor.

Specifications of Errors

The Circuit Court of Appeals erred:

- 1. In holding that the Treasury Regulations in effect, in 1934 did not prescribe that cash surrender value be taken as the value of a gift of a single premium life insurance policy.
- 2. In holding that the value for gift tax purposes of a gift of a single premium life insurance policy is not the cash surrender value of the policy when it is irrevocably assigned.
- 3. In helding that the value for gift tax purposes of a gift of a single premium life insurance policy is to be measured by the cost of the insurance.

Reasons for Granting the Writ

Section 506 of the Revenue Act of 1932 provides that: "If the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the gift". Treasury Regulations 79, Article 2 (5) promulgated October 30, 1933, provides:

"The irrevocable assignment of a life insurance policy, or the naming of the beneficiary of a policy without retaining any of the legal incidents of ownership therein, constitutes a gift in the amount of the net cash surrender value, if any, plus the prepaid insurance adjusted to the date of the gift."

Three Circuit Courts of Appeals have held that Article 2 (5) is a reasonable and consistent interpretation of Section 506 of the Revenue Act of 1932 and that Article 2 (5) provides that the value of a gift in 1934 or 1935 of single premium life insurance policies is the cash surrender value of the policies at the time they were irrevocably as-

signed-Commissioner v. Haines, 104 F. (2d) 854, (C. C. A. 3) Helvering v. Cronin, 106 F. (2d) 907, (C. C. A. 8) and Helpering v. Bryan, 109 F. (2d) 430 (C. C. A. 4). Further, these Circuits Courts held, on the authority of Helvering v. Reynolds Tobacco Co., supra, that since Article 2 (5) had the approval of Congress by the re-enactment of Section 506 in the Revenue Acts of 1934 and 1935, Article 2 (5) of the 1933 Treasury Regulations had the force and effect of law, and the 1936 Treasury Regulation (Article 19 (9)) dould not be given retroactive effect.

The Second Circuit Court of Appeals in the instant case.

in direct conflict with these cases, held:

"There are cases to the effect that cash surrender value governs for purposes of gift tax in the case of gifts of life insurance policies made prior to 1936. Commissioner v. Haines, 104 F. (2) 854, (C. C. A. 3); Helvering v. Cronin, 106 F. (2) 907, (C. C. A. 8); Helvering v. Bryan, decided February 31, 1940, by the Fourth Circuit. These cases rest on an interpretation of former Article 2 (5) to which we cannot accede. There is a decision the other way in the district court, Ryerson v. United States, 28 F. Supp. 265 (D. C. Ill.), with which we are in accord."

The case of Ryerson v. U. S., supra, is on appeal to the Sixth Circuit Court of Appeals. The Solicitor General has authorized appeals in the case of Madeleine D. Powers, Memo. B. T. A. Jan. 9, 1939, to the First Circuit Court of Appeals, and in the case of Louis Florsheim, Memo. B. T. A. Sept. 11, 1939, to the Seventh Circuit Court of Appeals. In these cases the same question of valuation for gift tax purposes of single premium life insurance policies is involved.

Conclusion.

The decision of the Second Circuit Court of Appeals in this case is in conflict with decisions of other Circuit Courts of Appeals. This case involves a decision on an important question of Federal gift tax law not decided by this Court. It is respectfully submitted that this petition for a writ of certiorari should be granted.

Respectfully submitted,

PAUL B. BARRINGER, JR., Counsel for Petitioner.

Of Counsel,

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APPENDIX.

Revenue Act of 1932, c. 209, 47 Stat. 169:

SEC. 501. IMPOSITION OF TAX.

(a) For the calendar year 1932, and each calendar year thereafter a tax, computed as provided in section 502, shall be imposed upon the transfer during such calendar year by any individual, resident or nonresident, of property by gift. • • • (U. S. C., Title 26, Sec. 551.)

Sec. 506. GIFTS MADE IN PROPERTY.

If the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the gift. (U. S. C., Title 26, Sec. 555.)

Treasury Regulations 79, partaining to the Revenue Act of 1932, promulgated October 30, 1933:

- ART. 2. Transfers reached.—The statute imposes a tax whether the transfer is in-trust or otherwise, whether the gift is direct or indirect, and whether the property is real or personal, tangible or intangible. In the following examples of transactions resulting in taxable gifts, it will be understood that the transactions occurred after the date of the enactment of the statute (June 6, 1932), and were not for an adequate and full consideration in money or money's worth:
- (5) The irrevocable assignment of a life insurance policy, or the naming of the beneficiary of a policy without retaining any of the legal incidents of ownership therein, constitutes a gift in the amount of the net cash surrender value, if any, plus the prepaid insurance adjusted to the date of the gift.

ART. 19. Valuation of property—(1) General— The statute provides that if the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the gift. The value of property is the price at which such property would change hands between a willing buyer and a willing seller, neither being under any compulsion to buy or to sell.

Subdivisions (2) to (8), inclusive, of this article deal, respectively, with the valuation of real estate, stocks and bonds, interest in business; notes, secured and unsecured; intangibles; annuities, life, remainder, and reversionary interests; and tenancies by the entirety.

Treasury Regulations 79, relating to the Revenue Act of 1932, promulgated February 26, 1936:

- ABT. 2. Transfers reached.—The statute imposes a tax whether the transfer is in trust or otherwise, whether the gift is direct or indirect, and whether the property is real or personal, tangible or intangible. • In the following examples of transactions resulting in taxable gifts, it will be understood that the transactions occurred after the date of the enactment of the statute (June 6, 1932), and were not for an adequate and full consideration in money or money's worth:
- (5) If the insured assigns a life insurance policy, or designates a beneficiary in such a policy, but does not retain what amounts to a power of revocation (as, for example, the right to surrender or cancel the policy, the right to obtain a loan against the policy or its surrender value, or a right to change the beneficiary or assignee, if by the exercise of such latter right the proceeds of the policy might be made

payable to the insured, his estate, or otherwise for his benefit), such assignment or designation constitutes a gift, even though the right of the assignee or beneficiary to receive the proceeds is conditioned upon his surviving the insured. For the valuation of policies of life insurance, see subdivision (9) of article 19.

- ART. 19. Valuation of property.—(1) General.—
 The statute provides that if the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the gift. The value of the property is the price at which such property would change hands between a willing buyer and a willing seller, neither being under any compulsion to buy or to sell. ••
- (9) Life insurance and annuity contracts.-The value of a life insurance contract or of a contract for the payment of an annuity issued by a company regularly engaged in the selling of contracts of that character is established through the sale of the particular contract by the company, or through the sale by the company of comparable contracts. As valuation through sale of comparable contracts is not readily ascertainable when the gift is of a contract which has been in force for some time and on which further premium payments are to be made, the value may be approximated, unless because of the unusual nature of the contract such approximation is not reasonably close to the full value, by adding to the interpolated terminal reserve at the date of the gift the proportionate part of the gross premium last paid before the date of the gift which covers the period extending beyond that date.

The examples given below, so far as relating to life insurance contracts, are of gifts of such contracts

on which there are no accrued dividends or outstanding indebtedness.

Example: A donor purchases from a life insurance company for the benefit of another a life insurance contract or a contract for the payment of an annuity; the value of the gift is the cost of the contract.

Example: A donor owning a life insurance policy on which no further payments are to be made to the company (e. g., a single premium policy or paid-up policy) makes a gift of the contract. The value of the gift is the amount which the company would charge for a single premium contract of the same specified amount on the life of a person of the age of the insured.

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DEC 16

IN THE

Supreme Court of the United States OCTOBER TERM, 1940.

No. 92.

FLORENCE GUGGENHEIM,

Petitioner,

US

ALMON Q. RASQUIN, individually and as United States Collector of Internal Revenue for the First District of New York.

ON WRIT OF CERTIORARI TO THE UNITED STATES CIRCUIT COURT
OF APPEALS FOR THE SECOND CIRCUIT.

BRIEF FOR THE PETITIONER.

PAUL B. BARRINGER, JR., Counsel for Petitioner.

Of Counsel: JOHN G. JACKSON, JR.

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Supreme Court of the United States, OCTOBER TERM, 1940.

No. 92.

FLORENCE GUGGENHEIM,

Petitioner,

vs.

Almon Q. Rasquin, individually and as United States Collector of Internal Revenue for the First District of New York.

ON WRIT OF CERTIORARI TO THE UNITED STATES CIRCUIT COURT OF APPEALS FOR THE SECOND CIRCUIT.

BRIEF FOR THE PETITIONER.

Opinions Below.

The opinion of the United States District Court for the Eastern District of New York (R. 175-181) is reported in 28 F. Supp. 322. The opinion of the United States Circuit Court of Appeals for the Second Circuit (R. 194-198) is reported in 110 F. (2) 371.

Jurisdiction.

The judgment of the Circuit Court of Appeals reversing the District Court was entered on April 3, 1940 (R. 198). The petition for certiorari was filed May 21, 1940, and granted October 14, 1940 (R. 200). The jurisdiction of this Court rests on Section 240 (a) of the Judicial Code, as amended by the Act of February 13, 1925.

Question Presented.

The sole question presented is the value for Federal gift tax purposes of nine single premium life insurance

policies—is it their cash surrender value, as contended by petitioner, or is it their cost, as contended by the respondent.

Statutes and Regulations Involved.

The applicable statutory provisions appear in the appendix, infra, pp.

Statement.

The pertinent facts alleged in the petitioner's complaint and admitted by the respondent's answer and the stipulation of facts are briefly as follows:

In December of 1934 the petitioner purchased nine single premium life insurance policies. In each of these policies the petitioner was named as the insured, all of the policies were payable to the petitioner's estate, and the petitioner reserved the right to change the beneficiary (R. 25, 27, 43, 45, 57, 59, 77, 81, 93, 95, 113, 115, 127, 133, 147, 151, 159, 161). The policies and the dates of assignment⁽¹⁾ (R. 6, 17, 21)

are as follows:

It is to be further noted that page 25 of the record should be substituted for page 159; page 159 should be substituted for page 93; and page 93 should be substituted for page 25. These errors occurred in the printing of the instant record.

⁽¹⁾ It is to be noted that the date of Policy No. 1,225,190 of the Union Central Life Insurance Company is December 31, 1934 and that the date of the assignment is December 27, 1934 (R. 23, 93). Policies numbered 1,226,200 and 1,226,201 of the Union Central Life Insurance Company are dated December 31, 1934 but were not issued until January 7, 1935. The date of the assignments in each case is December 31, 1934 (R. 25, 91, 157, 159). Policy No. 9,687,735 of The Equitable Life Assurance Society bears a register date of December 27, 1934 (R. 143) was executed by the company on January 8, 1935 (R. 127) and assigned by the petitioner on December 27, 1934 (R. 123). The petitioner and the respondent have stipulated that all of these policies were assigned on December 31, 1934 with the exception of the Equitable Life Assurance Society policy which was assigned on December 27, 1934 (R. 21).

		3			
M. Röbert Guggenheim	73,508.00 Gladys C. Strautss 574,150.94 Gladys C. Strauss	31,372.64 Gladys C. Strauss 71,980.68 Gladys C. Strauss	146,446.72 Harry G. Guggenheim	Harry G. Guggenheim	Harry G. Guggenheim
Cash Surrender Value When Assigned \$ 90,632.07	73,508.00	31,372.64	146,446.72	146,541.50	17,429,24
Cost Assigned (09,920,20 12/31/34 77,784.00 12/27/34	84,528.00 12/29/34	38,049.30 12/31/34 84,886.00 12/27/34	12/27/34	12/27/34	12/31/34
A 64	84,528.00	38,049.30	170,778.00 12/27/34	169,208.00 12/27/345	21,138.50 12/31/34 \$842,842.00
Face Date of Amount Policy \$130,000. 12/27/34	12/29/34	45,000. 12/31/34	200,000. 12/27/34	200,000. 12/27/34	12/31,34
	100,000	45,000.	200,000.	200,000.	\$1,000,000.
Number of Policy a 1,225,190 462,569	12,486,936	1,226,200	9,687,735	4,918,863	1,226,201
Insurance Company Union Central Ins. Co. A.:. Connecticut General Ins. Co.	New York Life Insurance Co. National Insurance Co. of Vergoott	Union Central Insurance Co. The Prudential Insurance Co. of America	The Equitable Life Assurance Society of the United	The Mutual Life Insurance Company of New York	Canon Ceneral Insurance Co.

On March 15, 1935, the petitioner filed a Federal gift tax return for the calendar year 1934, and at the same time paid a tax thereon in the amount of \$52,872.93 (R. 5, 17). In this gift tax return the petitioner, on the basis of Article 2 (5) of Regulations 79 (1933 Ed.), reported, as taxable gifts, the nine single premium life insurance policies in question. The total value of these policies was returned as \$717,344.81, which was the total of their admitted cash surrender value on the date they were irrevocably assigned (R. 6-7, 17, 21).

The Commissioner of Internal Revenue on August 3, 1936 determined that these policies should be valued not on the basis of their cash surrender values on the date they were irrevocably assigned to the named donees, but on the basis of their cost to the petitioner. The Commissioner's determination was based on Article 19 (9) of the 1936 Regulations. The total cost paid by the petitioner was \$842,842. On the basis of this determination the Commissioner of Internal Revenue, on January 11, 1937, assessed a deficiency in gift tax against the petitioner in the amount of \$13,804.69, plus interest thereon of \$1,450.05, which was paid by the petitioner to the respondent on January 25, 1937 (R. 7, 17-18).

On June 30, 1938, the petitioner filed with the respondent a claim for refund of the aforesaid assessment of \$13,804.69 and interest paid thereon in the amount of \$1,450.05. The Commissioner of Internal Revenue on October 6, 1938 denied this claim for refund in its entirety, and the petitioner thereupon filed suit in the United States District Court for the Eastern District of New York on November 9, 1938. On June 1, 1939, the petitioner filed a motion for judgment on the pleadings under Rule 12 (c) of the New Rules of Civil Procedure for District Courts of the United States (R. 3, 7-8, 10-14, 17).

The District Court granted the petitioner's motion for judgment on the pleadings and held that Article 2 (5) of Regulations 79, promulgated on October 30, 1933, set forth the rule that the cash surrender value of a single premium life insurance policy was the true measure of its value for

gift tax purposes. Further, the District Court held that in view of the reenactment by Congress in 1934 of Section 506 of the Revenue Act of 1932, it must be presumed that Congress had knowledge of the foregoing regulation promulgated in 1933 by the Treasury Department and thereby approved it. McCaughn v. Hershey Chocolate Co., 283 U.S. 488, National Lead Co. v. U.S., 252 U.S. 140, 146.

- In 1936 the Treasury Department promulgated a new regulation (Article 19 (9) of Regulations 79) which defined the value of a single premium life insurance policy to be the amount paid to the company. The District Court ruled that the 1936 Regulation could not be applied retroactively

to the instant gifts and stated:

"It is, of course, conceivable that a regulation promulgated by an executive branch of the Government may require correction, but where the Department has acted for years under an expressed interpretation and Congress implicitly has accepted such interpretation through re-enactment of the same statute, the new interpretation should not without a showing of Congressional authority have a retroactive effect. Helvering v. R. J. Reynolds Tobacco Co., 306 U. S. 110." (R. 178)

The District Court thereupon concluded that when the petitioner in 1934 acted within the provisions of the Treasury Regulations in effect at that time, she was acting within the law. "Application of the 1936 regulation would in effect attempt to destroy the legality of the plaintiff's act without warrant of law." (R. 179)

The Circuit Court reversed the District Court's determination and held that the value of a life insurance policy is the cost to duplicate the policy at the time of the gift.

With the exception of the Circuit Court below, the Circuit Court of Appeals for the First Circuit 2, and the

Note:

⁽²⁾ Comm. v. Powers, not officially reported, 1940 Prentice-Hall Federal Tax Service, par, 62785, cert. granted Nov. 12, 1940.

District Court for the Northern District of Illinois, whose decision was reversed by the Circuit Court of Appeals for the Seventh Circuit⁽³⁾, every Court and every Board of Tax Appeals case⁽⁴⁾ has uniformly held that the 1933 Regulations, Article 2 (5) laid down the rule that cash surrender value was the value prescribed for valuing a single premium life insurance policies, and that single premium life insurance policies should be so valued.

Specification of Errors Urged

The United States Circuit Court of Appeals for the Second Circuit erred:

1. In holding that the Treasury Regulations 79 (Article 2 (5)) in effect in 1934 did not prescribe that cash surrender value be taken as the value of a gift of a single premium life insurance policy.

⁽³⁾ Ryerson v. U. S., 28 F. Supp. 265, reversed 114 F. (2) 150, cert. granted-Nov. 12, 1940.

⁽³⁾ Comm. v. Haines, 104 F. (2) 854 (C. C. A. 3); Helvering v. Cronin, 106 F. (2) 907 (C. C. A. 3); Helvering v. Bryan, 109 F. (2) 430 (C. C. A. 4); U. S. v. Ryerson, supra (C. C. A. 7) cert. granted Nov. 12, 1940; Guggenheim v. Rasquin, supra, (D. C. E. D. N. Y.).

⁽⁴⁾ Charles Lockhart, Memo B. T. A. June 30, 1938, petition for review dismissed by C. C. A. 3 on Sept. 15, 1939; Henry W. Corning, Memo B. T. A. Dec. 8, 1938; Elizabeth S. Kirk, 39 B. T. A. 902, appealed to C. C. A. 3; Flora D. Supplee, Memo B. T. A. June 26, 1939, appealed to C. C. A. 3; Louis Florsheim, Memo B. T. A. Sept. 11, 1939, appealed to C. C. A. 7; Edith W. Corning, Memo B. T. A. Jan. 30, 1940, appealed to C. C. A. 6; Bettie F. Kesner, Memo B. T. A. Jan. 31, 1940, appealed to C. C. A. 7; Samuel F. Houston, Memo B. T. A. Mar. 5, 1940; Firman V. Desloge, Memo B. T. A. Mar. 18, 1940; Estate of Waller C. Hardy, Memo B. T. A. June 28, 1940. See also Blaffer v. Comm., 103 F (2) 489 (C. C. A. 5), and Farish v. Comm., 103 F. (2) 1011 (C. C. A. 5).



- 2. In holding that the value for gift tax purposes of a gift of a single premium life insurance policy is not the cash surrender value of the policy when it is irrevocably assigned.
- 3. In holding that the value for gift tax purposes of a gift of a single premium life insurance policy is to be measured by the cost of the insurance.

Summary of Argument

The petitioner's tax liability for the year 1934 must be determined in accordance with the approved regulations then in effect, provided such regulations are a reasonable and consistent interpretation of Section 506 of the Revenue Act of 1932.

Article 19 (1) of Regulations 79 (1933 Ed.) in dealing with the valuation of property in general provides that the value of property for gift tax purposes shall be its fair market value, that is, the price at which property will change hands between a willing buyer and a willing seller, neither being under the compulsion to buy or to sell.

Article 2 (5) of Regulations 79 (1933 Ed.) lays down the rule that the fair market value of a single premium life insurance policy shall be its cash surrender value on the date of the gift.

Articles 19 (1) and 2 (5) of Regulations 79 (1933 Ed.) prescribe a rule which is a reasonable and consistent interpretation of Section 506 of the Revenue Act of 1982.

Congress gave to these Articles the force and effect of law by re-enacting without change Section 506 in the Revenue Acts of 1934 and 1935. Accordingly, Article 19 (9) of the 1936 Regulations cannot be applied retroactively. Helvering v. R. J. Reynolds Tobacco Co., supra.

POINT I.

The petitioner's liability for 1934 gift tax is to be determined by the approved regulations then in effect.

Section 501 of the Revenue Act of 1932 imposes a gift tax upon all transfers of property to the extent that they are donative in character and exceed the authorized deductions. Section 506 of this Act provides:

"If the gift is made in property, the value thereof at the date of the gift shall be the amount of the gift."

The word "value" is susceptible of many meanings. There is no fixed general rule of law which determines the valuation of property. The factors entering into the concept of value vary with types of property and with the purpose or use to be made of the valuation. Again, the relative weight to be attached to the different factors may vary. Accordingly, in view of the very general and indefinite standard fixed by Congress for the determination of the value of a gift of property, it became a practical necessity for the Commissioner of Internal Revenue to designate some test of value which could be used to fix the amount of the gift in terms of money.

On October 10, 1933, the Commissioner of Internal Revenue, with the approval of the Secretary of the Treasury, promulgated an administrative regulation, Regulations 79, in pursuance of authority vested in him by Section 530 of the Revenue Act of 1932. Article 19 (1) of these regulations deals with the valuation of property in general and provides as follows:

"Art. 19. Viliation of property.—(1) General.— The statute provides that if the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the gift. The value of property is the price at which such property would change hands between a willing buyer and a willing seller, neither being under any compulsion to buy or to sell. Where the property is sold within a reasonable period after the date of the gift, and it is shown that the selling price reflects the fair market value thereof as of the date of the gift, the selling price will be accepted as the amount of the gift. All relevant facts and elements of value should be considered in every case."

Article 2 (5) of these regulations deals specifically with the valuation of life insurance policies, and provides as follows:

"The irrevocable assignment of a life insurance policy, of the naming of the beneficiary of a policy, without retaining any of the legal incidents of ownership therein, constitutes a gift in the amount of the net cash surrender value, if any, plus the prepaid insurance adjusted to the date of the gift."

Subsequently, the General Counsel of the Treasury Department issued a memorandum based on Article 2 (5) wherein examples illustrating the Bureau's interpretation of the valuation of life insurance contracts were set forth. G. C. M. 13147; C. B. June 1934, page 358. There is no evidence, or any reported case to indicate that prior to 1936 the Commission did not apply Article 2 (5) to the valuation of all life insurance policies including single premium policies.

The Revenue Act of 1934 was enacted on May 10, 1934, and Congress re-enacted Section 506 of the Revenue Act of 1932 without making any change therein. In the Revenue Act of 1935, Section 506 of the Revenue Act of 1932 was again re-enacted without change. Furthermore, Article 2 (5) remained unchanged in the 1934 and 1935 editions

of Treasury Regulations 79.

In Helverica v. Winmill, 305 U.S. 79, 83, the Supreme Court stated that:

"Treasury regulations and interpretations long continued without substantial change, applying to

unamended or substantially reenacted statutes, are deemed to have received congressional approval and have the effect of law:"

To the same effect—McCaughn v. Hershey Chocolate Co.;

National Lead Co. v. United States, supra.

On February 26, 1936, the Treasury Department completely changed Article 2 (5) and provided therein *inter alia* "For the valuation of life insurance, see subdivision (9) of Article 19." Article 19 (9) of the 1936 edition of Regulations 79 provides:

"(9) Life insurance and annuity contracts. The value of a life insurance contract or of a contract for the payment of an annuity issued by a company regularly engaged in the selling of contracts of that character is established through the sale of the particular contract by the company, or through the sale by the company of comparable contracts. " * *

Example: A donor owning a life insurance policy on which no further payments are to be made to the company (e. g., a single premium policy or paid-up policy) makes a gift of the contract. The value of the gift is the amount which the company would charge for a single premium contract of the same specified amount on the life of a person of the age of the insured."

The Government, subsequent to the promulgation of the 1936 Regulations, then took the position, which they have urged in this case, that Article 19 (9) 1936 Edition is to be applied retroactively, so as to repeal the rule of law, Article 2 (5) 1933 Edition, which existed during the period for which the instant tax is imposed. It is submitted, however, that Article 2 (5) had the approval of Congress by the re-enactment, without change, of Section 506 of the Revenue Act of 1932 in the Revenue Acts of 1934 and 1935. Article 2 (5) of the 1933 regulations therefore had the force and effect of law, and the petitioner's tax liability for the year 1934 must be determined in conformity to the Regulations then in force, provided, of

course, that those Regulations are a reasonable and consistent interpretation of Section 506. Helvering v. R. J.

Reynolds Co., supra.

In dealing with this precise question the Court of Appeals for the Third Circuit, in a case on all fours with the instant one stated in Commissioner v. Haines, supra, at page 855:

"In re-enacting section 506 of the Act in 1934 and 1935, Congress must be taken to have approved the Administrative construction thereof and to have given Article 2 (5) 'the force of law'. Helvering v. R. J. Reynolds Company, 59 S. Ct. 423, 426, 83 L. Ed., decided January 30, 1939. It was argued in that case that a subsequent amendment of the regulations must be applied retroactively, but the court refused to accept this argument and held that: 'Since the legislative approval of existing regulations by reenactment of the statutory provision to which they appertain gives such regulations the force of law, we think that Congress did not intend to authorize the Treasury to repeal the rule of law that existed during the period for which the tax is imposed.' The court further said: 'We hold that the respondent's tax liability for the year 1929 is to be determined in conformity to the regulation then in force.'

"This rule of law declared in that case is dispositive of the question here involved and the tax must be assessed on the cash surrender value of the policies at the time the gift was made in accordance with the regulations then in force."

To the same effect see Helvering v. Cronin; U. S. v. Ryerson, supra.

POINT II.

Article 2 (5) of Regulations 79 (1933 Ed.) prescribes the rule for valuing gifts of life insurance contracts.

The Government argued in the court below that the sole purpose of Article 2 (5) (1933 Ed.) is to give examples of what are taxable gifts and that the Treasury Department did not intend it to serve as a rule for valuing gifts. The Government argues that the valuation of gifts of property is specifically provided for by Article 19, which is entitled "Valuation of Property", and that Article 2 (5) should

accordingly be disregarded.

Article 19 first lays down the rule for valuing property in general and then prescribes specific rules for the valuation of real estate, stocks and bonds, interests in business, notes, intangibles, annuities and tenancies by the entirety. No specific provision is set forth therein for valuing life insurance policies for the reason that it had already been covered in Article 2 (5), which states that "the irrevocable assignment of a life insurance policy constitutes a gift in the amount of the net cash surrender value, if any, plus the prepaid insurance adjusted to the date of the gift." (Italics supplied.) The phrase "in the amount of" is also present in subdivisions (6) and (7) of Article 2.

When the Treasury Department amended the Regulations in 1936, it omitted from Article 2 (5) the phrase—"in the amount of the net cash surrender value, if any, plus the prepaid insurance adjusted to the date of the gift", and added at the end of the Article the statement—"For the valuation of policies of life insurance, see subdivision (9) of Article 19". If Article 2 (5) as originally promulgated in 1933, was not intended by the Treasury Department to deal with the valuation of insurance policies, then, it may be asked, why the necessity for inserting the above clause directing one now to go to another section of the Regulations for the rules for valuation of life insurance contracts, and

why was the language dealing with such valuation omitted in Article 2 (5) as amended?

That the Treasury Department clearly intended Article 2 (5) of the 1933 Regulations to prescribe the rule for valuing life insurance policies is evidenced by its own published ruling, G. C. M. 13147, supra. This ruling specifically explains how Article 2 (5) (1933 Ed.) is to be applied in determining the valuation of gifts of life insurance policies and gives detailed examples of valuation thereunder.

The language of Article 2(5) is clear and is admirably chosen to cover the gift of every form of life insurance policy regardless of when made.

With reference to the time when the gift is made, it should be noted that the article refers not only to the irrevocable assignment but also to the naming of the beneficiary of a policy. The beneficiary of a policy is always named when the policy is taken out, so that it is clear that the article is intended to cover the gift of a policy at that time. It is also to be noted that the article uses the words "if any" with reference to cash surrender value, indicating an intention to cover the gift of a policy at the time it is taken out, since in the case of an annual premium policy the reserve during the first year is not sufficient to provide a cash surrender value.

The language of the article "a life insurance policy" indicates an intention to lay down a rule which would cover the valuation of every form of life insurance policy. In the case of an annual premium policy, in which part of each premium goes to build up the reserve (or cash surrender value) and part to protection during the year, the value at any time is represented by the cash surrender value, if any, plus the prepaid insurance adjusted to the date of gift. In the case of a single premium policy, in which a reserve for the full amount of the policy is set up in advance, the reserve covers the prepaid insurance and represents the entire value of the policy.

In U. S. v. Ryerson, suprc, the Circuit Court of Appeals for the 7th Circuit, in answer to the Government's contention on this point, stated at page 153:

"We think it is apparent that the requirement of 'prepaid insurance' applies to policies upon which current premiums are still being paid. In the case of a fully paid insurance policy the cash surrender value reflects the increased value of the policy due to the fact that the insurance is fully paid up."

In G. C. M. 13147, supra, the General Counsel states that "It is to 'the net cash surrender value, if any,' that the addition of 'the prepaid insurance adjusted to the date of the gift' (article'2, Regulations 79) is to be made." The cash surrender value is therefore the starting point or basis for valuing life insurance policies, and only in the case of annual premium policies is that part of the premium payment, which is made before the gift and which represents the prepaid insurance, to be added to the cash surrender value. In the case of a single premium policy, the basis for aluation is its cash surrender value, which reflects the "prepaid insurance", or increased value of the policy due to the fact that the insurance is fully paid up.

Every life insurance policy is a contract on the part of the insurer to pay a fixed amount at a future date, the death of the insured. This date, while uncertain with respect to a single person, is by actuarial principles certain with respect to a large number of persons and represents the date of the expected death of each person insured. The purpose of the reserve on every dissurance policy is to create a fund which at the rate of interest expected to be earned by the insurer will equal the face of the policy upon the expected death of the insured. In the case of an annual premium policy this reserve is accumulated by additions thereto from year to year, a part of each annual premium being applied to the reserve and a part to insurance or protection. In the case of a single premium policy the entire reserve is set up in the beginning in

an amount which at the rate of interest the company expects to realize upon its investments (3% to 3½% in the present instance) will equal the face of the policy at the expected date of death. The reserve on a single premium policy at all times represents the then "present value" of the face of the policy. The cash surrender value is the amount of the reserve less a small service charge for the expense of the company in connection with the surrender of the policy. For the purpose of this discussion, the terms "reserve" and "cash surrender value" are used interchangeably.

The cost of a single premium policy, however, is greater than the amount of the reserve by reason of the so-called load. Every insurance policy, in addition to the bare cost of insurance, carries a so-called load intended to cover the expense to the company in obtaining the insurance and . the other expenses of operation applicable to such policy. In the case of annual premium insurance policies, these expenses are spread over the expected life of the policy and the load is included in each annual premium. In the case of a single premium policy the entire load has to be charged at the inception of the contract and is deducted from the amount of the premium in setting up the initial reserve. The expenses constituting the load on a single premium policy are charged by the company as soon as the policy is taken out and are not refundable to the insured or to any assignee of the policy. They do not enter into. the reserve of the policy, which we have seen is its present value based upon actuarial computations, nor do they represent any value to the holder of the policy. They are therefore not to be taken into account in determining the fair market value of the policy.

With the exception of the Circuit Court below every Court and every Board of Tax Appeals decision on this question have uniformly held that cash surrender value alone was prescribed by Article 2 (5) as the value of a single premium policy. Commissioner v. Haines; Helvering v.

Cronin; Helvering v. Bryan; U. S. v. Ryerson, supra, and the following Memorandum Board of Tax Appeals decisions: Charles Lockhart; Henry W. Corning; Elizabeth S. Kirk; Flora D. Supplee; Louis Florsheim; Edith W. Corning, Bettie F. Kesner, Samuel F. Houston; Firmin V. Desloge and Estate of Waller C. Hardy, supra. The District Court for the Northern District of Illinois, in the case of Ryerson v. U. S., supra, held to the contrary but that decision was reversed on appeal to the Circuit Court of Appeals for the Seventh District. In Powers v. Commissioner, supra, which is the only other court decision in the Government's favor, the Circuit Court of Appeals for the First Circuit refused to apply Article 2 (5) on the theory that "it is not consistent with the language of the Act."

It is submitted that Article 2 (5) of Regulations 79 (1933 Ed.) prescribes the rule for valuing a gift of a life insurance policy and that in the case of a single premium life insurance policy, its value for gift tax purposes is its cash sur-

render value.

POINT III.

Article 2 (5) of Regulations 79 (1933 Ed.) is a reasonable and consistent interpretation of Section 506 of the Revenue Act of 1932.

The Circuit Court below held that "The gift tax" is measured by the value of the property given by him (the donor), not by the value of the property in the hands of the donee" (R. 196). It is submitted that this ruling is inconsistent with the gift tax act as interpreted by the Treasury Department in Regulations 79.

The Treasury Department has construed the word "value" as "fair market value," and defined "fair market value" as "the price at which such property would change hands between a willing buyer and a willing seller, neither being under any compulsion to buy or to sell." It is evident,

therefore, that the basic theory of valuation adopted by the Treasury Department is what the property would sell for in the open market, and not a peculiar value that the

property may have to the owner.

In dealing with life insurance policies, the Commissioner promulgated a rule in the 1933 edition of Regulations 79, Article 2 (5) which conformed to his theory of value as set forth in Article 19 (1). The 1936 rule, which the Circuit Court below adopted, is an unreasonable and inconsistent interpretation. Furthermore, the Treasury Department should not be permitted to adopt "fair market value" with respect to property in general, and a different value, cost to the owner, with respect to life insurance. The nature and express language of the statute requires that the word "value" have the same meaning for every type of property.

The particular policies of life insurance in question are to be valued—Article 19 (1). Under the Treasury Department's Regulations, what is the value at which these policies will change hands between a willing buyer and a willing

seller %

In the Circuit Court's opinion, it is stated that:

"When the property given is a life insurance policy, the value is the amount that it would cost to duplicate the policy at the time of the gift. That is the value commonly recognized by the courts in actions for conversion of a policy, in actions for breach of contract to issue a paid-up policy, and in allowing claims against insolvent life insurance companies" (R. 195).

The inquiry in all of these cases was not directed to what the policies in question would change hands between a willing buyer and a willing seller, but to what was necessary to indemnify the plaintiff so that he would be in the same position as before the conversion or breach of contract occurred. Quite different is the situation where a policyholder voluntarily parts with his policy; in such a case he expects to, and does receive only its fair market value, its cash surrender value.

In Speer v. Phoenix Mutual Life Insurance Company, 36 Hun 322, 325, which involved an action to recover damages for breach of contract by the insurance company refusing to receive the premiums on a policy and continue it in force, it is stated;

"When the company broke this contract and the plaintiff decided to sue for damages instead of compelling the continuance of its contract, he was entitled to recover a sum that equalled the value to him of the policy; or, in other words, that would make good to him the loss he sustained by its breach." (Italics supplied.)

The fundamental distinctions manifested by these decisions go to the very heart of the problem of valuation of insurance policies for gift tax purposes, yet the Circuit Court appears to have ignored them completely in deciding this case. The measures of value used in those cases may well be the most accurate measures where the question is one of indemnifying a particular plaintiff, but it is a very different thing to say that these are the most accurate—or even a reasonably accurate—measure of value where, as a matter of statutory construction, the value to be determined is what would be actually obtained for the issued policies in a willing buyer—willing seller market.

The market for insurance contracts is usually the companies who issued the policies or banks who will lend money on them. It cannot be suggested that banks will lend more than the cash surrender or loan value, yet that is what the Government would have us believe. In bankruptcy proceedings, it has long been the rule that a policy of insurance which is payable to the bankrupt's estate becomes an asset in the hands of the trustee in bankruptcy only to the extent of its cash surrender value on the date of the bankruptcy. Congress itself has approved cash surrender value as the best measure of value for purposes of the Bankruptcy Act. United States Code, Title 11, Section 110 a (5). The Interstate Commerce Commission has adopted cash sur-

Kalling : 4

render value as the soundest measure of value for purposes of the Uniform System of Accounts for carriers subject to the Motor Carrier Act, 1935, promulgated November 29, 1937 and effective January 1, 1938.

It is common knowledge that thousands of life insurance policies are surrendered to the companies each year, and the holders receive the cash surrender values. If these policies had an actual realizable value, or even some intrinsic value in excess of their cash surrender value, it is obvious that there would arise a business of purchasing such policies from people who would otherwise surrender them. Again, if the gift tax value, as contended by the Government, is the cost to duplicate the policy, then it would be logical to tax as gifts the difference between cost, and cash surrender value on all policies which are surrendered.

Lucas v. Alexander, 279 U. S. 573, has been cited by the Government in support of its cost theory. In that case this Court had to determine the amount of capital gain for income tax purposes which was realized by a taxpayer who received at maturity the face amount of the policy, plus accumulated dividends. The policies involved had been taken out prior to 1913 and were of the so-called tontine type, on which benefits greatly in excess of the amount of the policy accrued to the holder if the policy was held until the end of the tontine period. There is no tontine feature in the instant policies.

This Court held that the value on March 1, 1913 was the policy reserve on that date, plus the proportion of Le accumulated tontine dividends allocable to the policy on that date. The "value" to be determined was (p. 579):

"that part of the amount actually realized by the taxpayer which, by the use of appropriate accounting methods, can fairly be said to have accrued before March 1, 1913 its value then as compared with the value in fact later realized by the taxpayer taken as a standard."

On that basis it was not necessary for the Court to speculate. Due to the tontine feature of this policy it was necessary for this Court to begin with the fact of the amount actually received by the insured and work backwards.

The cash surrender values of the instant policies are their reserve values, less a small surrender charge, and the reserve value in all cases was computed on the American Experience Table of Mortality with interest at 3% or 3½% (R. 29, 47, 63, 79, 97, 115, 135, 149, 163). The reserve is the face amount of the policy discounted at 3% or 3½% on the basis of the petitioner's expected life. Since the cash surrender value and the reserve in these policies were practically the same, Lucas v. Alexander, supra, is, in effect, authority for the petitioner's contention. The small surrender charge, which is the difference between the reserve and the cash surrender value, represents no value to the holder of the policy and is not to be taken into account in determining the value for gift tax purposes.

The argument has been made that some life insurance contracts do not provide for cash surrender values until the end of the first year, and that if cash surrender value is supposed to be the correct value, then such policies can have no value during the first year. The First Circuit Court of Appeals took this position in the case of Comm. v. Powers, supra, but any such argument overlooks the fact that the valuation of such a contract is a common place problem, involving the factor of discount and the resulting commuted values. Sin.; Jon v. U. S., 252 U. S. 547; libaca Trust Co. v. U. S., 279 U. S. 151. In the instant case the cash surrender values of the policies were furnished the petitioner by the companies who issued the policies and the correctness of these values was admitted by the Government in its answer and in the stipulation of facts (R. 17, 21). The valuations so determined are the actual values of the contracts on the date of the gift, and these valuations are based on the fact that the cash surrender values would not have been forthcoming from the insurance companies except in accordance with the terms of the contracts.

The relation of insurer and insured is solely one of contract and the contract has no existence apart from the agreement of the parties. In the case of insurance, the value at any time is not the result of the interplay of supply and demand, but of the mathematical computation of the then present value of the policy by the insurer, who, by its contract, binds itself to pay a fixed sum. A life insurance contract, therefore, can have no value greater than the insurer has bound itself to pay. There is no way that a holder of the instant policies might get more for them than through the surrender of them to the companies for their loan or cash surrender values, and the cash surrender values of the instant policies cover every element of value and include the investment feature of the policies as well as the protection features.

The Government has argued in these cases that cash surrender value is a compulsory liquidation price, and that the surrender of a policy is, in effect, a forced sale of property. It is true that situations may arise where policy owners are forced to convert their policies into cash, but it is also true that owners of Government bonds, stocks, and real estate, are forced to sell the same to obtain cash, and often at times when the market is low. It does not follow, that the price which the policy holder or the security owner receives is a "forced sale price" and less than the fair market value.

One of the principal selling points of any insurance company is that the company will pay a cash surrender value, and very few people would buy insurance policies if it meant that they could never exchange the policy for a cash sumthat corresponded to the then value of what they had invested in the policy. The success of the insurance business is in itself a manifestation of the willingness on the part of the buyer that the exchange prices in the policies are a fair and accurate measure of what the policy is worth at the times stated. In this connection the District Court stated:

"Judicial notice may well be taken that cash surrender values as determined by insurance companies are based upon strict actuarial computations; and there is no suggestion that in the open market a buyer could be found who would pay a greater sum for the policies than that which the insurance actuaries determine to be their cash surrender values. Certainly defendant's investigation into the accuracy of such calculations cannot compel a finding that the insurance companies should pay a greater cash surrender value than they stipulate to pay in the contracts of insurance". (R. 180)

In Behrend v. Commissioner, 23 B. T. A. 1037, 1041, one of the questions involved was the value of an insurance policy irrevocably assigned as a gift. In holding that the cash surrender value represents the amount of the gift as a charitable deduction for income tax purposes, the Board stated:

"""The cash surrender value of the policies on that date is based upon years of actuarial experience, and this value is a convenient, reasonable and proper measure of the amount of the contribution or gift; which the petitioner made on that date."

It is to be noted that the Commissioner acquiesced in this decision—C. B. X-1, p. 5.

The true test of value is what these contracts can be sold for, not what it will cost to buy a new policy from the insurance company which chooses to make a service charge for issuing another. If a man gives his son \$1,000 to buy a car, the gift is \$1,000, for that is what was given. If he gives his son a car, or an insurance policy, they are the subjects of the gift. It is the issued policy or the purchased car which must be valued and what they are worth in the open market is the test to be applied.

It is submitted that a measure of value, which is prescribed by the Commissioner in his Regulations, will come within the standard fixed by the Act if it affords a reasonably accurate measure of the monetary value of the gift. Article 2(5) of Regulations 79 (1933 Ed.) prescribes a

reasonably accurate measure of value which is consistent with the statute and Article 19(1). The fact that some other measure of value, might have been a reasonable interpretation, or the fact that the regulation embodying the first test or measure of value might later be modified and still represent a valid exercise of power by the Commissioner, does not in any way vitiate the validity and the binding force of the first regulation during the period that it was officially recognized and enforced.

CONCLUSION.

The Circuit Court below erred in holding that the Treasury Regulations in effect in 1934 did not prescribe that cash surrender value be taken as the fair market value of a gift, of a single premium life insurance policy, that cash surrender value is not the fair market value of a single premium life insurance policy, and that under the Gift Tax Act the value of such a policy in 1934 is to be measured by the cost to the owner. The judgment of the Circuit Court should be reversed and the judgment of the District Court reinstated.

Respectfully submitted,

PAUL B. BARRINGER; JR.

Of Counsel:

JOHN G. JACKSON, JR.

December 16, 1940.

APPENDIX.

Revenue Act of 1932, c. 209, 47 Stat. 169:

SEC. 501. IMPOSITION OF TAX.

(a) For the calendar year 1932, and each calendar year thereafter a tax, computed as provided in section 502, shall be imposed upon the transfer during such calendar year by any individual, resident or nonresident, of property by gift. • • • (U. S. C., Title 26, Sec. 1000.)

Sec. 506. GIFTS MADE IN PROPERTY.

If the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the gift. (U. S. C., Title 26, Sec. 1005.)

SEC. 530. RULES AND REGULATIONS.

The Commissioner, with the approval of the Secretary, shall prescribe and publish all needful rules and regulations for the enforcement of this title (U. S. C., Title 26, Sec. 1029).

Treasury Regulations 79, pertaining to the Revenue Act of 1932, promulgated October 30,1933:

- ART. 2. Transfers reached.—The statute imposes a tax whether the transfer is in trust or otherwise, whether the gift is direct or indirect, and whether the property is real or personal, tangible or intangible. * * In the following examples of transactions resulting in taxable gifts, it will be understood that the transactions occurred after the date of the enactment of the statute (June 6, 1932), and were not for an adequate and full consideration in money or money's worth:
- (5) The irrevocable assignment of a life insurance policy, or the naming of the beneficiary of a

policy without retaining any of the legal incidents of ownership therein, constitutes a gift in the amount of the net cash surrender value, if any, plus the prepaid insurance adjusted to the date of the gift.

(6) Where premiums on a life insurance policy are paid by an insured who has none of the legal incidents of ownership in the policy, and the beneficiary is other than the insured's estate, each premium payment is a gift in the amount thereof.

ART. 19. Valuation of property—(1) General—The statute provides that if the gift is made in property, the value thereof at the rate of the gift shall be considered the amount of the gift. The value of property is the price at which such property would change hands between a willing buyer and a willing seller, neither being under any compulsion to buy or to sell. Where the property is sold within a reasonable period after the date of the gift, and it is shown that the selling price reflects the fair market value thereof as of the date of the gift, the selling price will be accepted as the amount of the gift. All relevant facts and elements of value as of the time of the gifts should be considered in every case.

Subdivisions (2) to (8), inclusive, of this article deal, respectively, with the valuation of real estate, stocks and bonds, interest in business; notes, secured and unsecured; intangibles; annuities, life, remainder, and reversionary interests; and tenancies by the entirety.

Treasury Regulations, 79, relating to the Revenue Act of 1932, promulgated February 26, 1936:

ART. 2. Transfers reached.—The statute imposes a tax whether the transfer is in trust or otherwise, whether the gift is direct or indirect, and whether the property is real or personal, tangible or intan-

gible. * * In the following examples of transactions resulting in taxable gifts, it will be understood that the transactions occurred after the date of the enactment of the statute (June 6, 1932), and were not for an adequate and full consideration in money or money's worth:

(5) If the insured assigns a life insurance policy, or designates a beneficiary in such a policy, but does not retain what amounts to a power of revocation (as, for example, the right to surrender or cancel the policy, the right to obtain a loan against the policy or its surrender value, or a right to change the beneficiary or assignee, if by the exercise of such latter right the proceeds of the policy might be made payable to the insured, his estate, or otherwise for his benefit), such assignment or designation constitutes a gift, even though the right of the assignee or beneficiary to receive the proceeds is conditioned upon his surviving the insured. For the valuation of policies of life insurance, see subdivision (9) of article 19.

ART. 19. Valuation of property.—(1) General.—
The statute provides that if the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the g.ft. The value of the property is the price at which such property would change hands between a willing buyer and a willing seller, neither being under any compulsion to buy or to sell. The value of a particular kind of property is not to be determined by a forced sale price. Such value is to be determined by ascertaining as a basis the fair market value at the time of the gift of each unit of the property. For example, in the case of shares of stock or bonds, such unit of property is a

share or a bond. All relevant facts and elements of value as of the time of the gift should be considered.

Life insurance and annuity contracts.-The value of a life insurance contract or of a contract for the payment of an annuity issued by a company, recularly engaged in the selling of contracts of that character is established through the sale of the. particular contract by the company, or through the sale by the company of comparable contracts. As valuation through sale of comparable contracts is not readily ascertainable when the gift is of a contract which has been in force for some time and on which further premium payments are to be made. the value may be approximated, unless because of the unusual nature of the contract such approximation is not reasonably close to the full value, by adding to the interpolated terminal reserve at the date of the gift the proportionate part of the gresspremium last paid before the date of the gift which covers the period extending beyond that date.

The examples given below, so far as relating to life insurance contracts, are of gifts of such contracts on which there are no accrued dividends or outstand-

ing indebtedness.

Example: A donor purchases from a life insurance company for the benefit of another a life insurance contract or a contract for the payment of an annuity; the value of the gift is the cost of the contract.

Example: A donor owning a life insurance policy on which no further payments are to be made to the company (e. g., a single premium policy or paid-up policy) makes a gift of the contract. The value of the gift is the amount which the company would charge for a single premium contract of the same specified

amount on the life of a person of the age of the insured.

G. C. M. 13147. A ruling is requested as to the proper method of computing the value of a life insurance policy, for gift tax purposes, which was irrevocably assigned on April 1, 1933, without consideration.

Section 501 of the Revenue Act of 1932 imposes a tax upon all transfers of property by any individual after June 6, 1932, to the extent that they are donative in character and exceed the authorized deductions.

Sec. 506 OF THAT ACT PROVIDES THAT-

"If the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the gift."

Article 2 of Regulations 79 reads in part as follows:

"The statute imposes a tax whether the transfer is in trust or otherwise, whether the gift is direct or indirect, and whether the property is real or personal, tangible or intangible.

(5) The irrevocable assignment of a life insurance policy, or the naming of the beneficiary of a policy without retaining any of the legal incidents of ownership therein, constitutes a gift in the amount of the net cash surrender value, if any, plus the prepaid insurance adjusted to the date of the gift."

A life insurance policy in the amount of \$100,000 taken out on January 1, 1928, was irrevocably assigned by the insured on April 1, 1933, without consideration. The annual premium of \$2,849 was payable in advance on January 1. The policy provides in part as follows:

"The cash surrender value shall be the reserve on the face of the policy at the end of the insurance year or, in event of default, at the date of defaul (omitting fractions of a dollar per thousand of insurance) and the reserve on any outstanding paid additions, under section 2, option (c), plus any dividends standing to the credit of the policy, under section 2, option (d), and less a surrender charge for the third to the ninth years, inclusive, of not more than 1½ per cent of the face of the policy. Such reserve will be computed on the basis of the America Table of Mortality and interest at 3 per cent, and the amount of paid-up insurance under (2) and the term of the continued insurance and amount of pure endowment under (3) will be computed on the same basis at the attained age of the insured on the dat of default.

"The values in the table opposite are compute in accordance with the above provisions, accuming that premiums have been paid in full when due for the number of years stated, that there is no indebted ness to the company, no outstanding paid-up add tions, no dividends standing to the credit of the policy and that no dividends have been applied on the accelerative endowment, plan; the surrender charge, any, has been deducted."

After the policy has been in force for a period of four years the cash surrender value for each \$1,00 of the face amount is \$46, and after the policy has been in force for a period of five years the cash surrender value for each \$1,000 of the face amount is \$63. All premiums were paid when due, no indebted ness was due the company by the holder prior to assignment, and there were no paid-up additions an no dividends standing to the credit of the policy.

It is to "the net cash surrender value, if any," that the addition of "the prepaid insurance adjuste to the date of the gift" (article 2, Regulations 79

is to be made. The word "prepaid," meaning in advance or beforehand, obviously refers to a payment antedating the making of the gift. Fundamentally, life insurance, like other insurance, is simply a contract. By paying premiums the insured obtains the promise of the insurer to pay money on the former's death, or before that event. promise by the insurer is "insurance," and is bought by the premium payments, the two words, "prepaid insurance," manifestly mean a premium payment made before the gift to obtain the promise of the insurer. That promise may be to pay a sum in cash on surrender of the policy contract, or if not surrendered, to pay the face of the policy on the insured's death. Whatever the terms of the promise, the obtaining or purchasing thereof is through premium payments.

The following examples illustrate the Bureau's interpretation of the meaning of the concluding clause of subdivision (5) of article 2, Regulations 79, reading—"plus the prepaid insurance adjusted to

the date of the gift";

1. In a case where the cash surrender value of the policy at the end of the insurance year 1932 was \$4,600, and where such value was increased to \$6,300. immediately upon the payment on January 1, 1933, of the \$2,849 premium due for the insurance year 1933, the amount of the gift on April 1, 1933, the date on which the policy was irrevocably assigned was \$6,300, representing the cash surrender value of the policy, plus \$861.75, representing the prepaid insurance adjusted to the date of the gift. (Premium paid January 1, 1933, \$2,849 less \$1,700, the additional cash surrender value created by the payment of such premium, and less \$287.25, representing the carned premium from January 1 to April 1, 1933; \$2,849—\$1,700—\$1,149—\$287.25 = \$861.75.)

2. In a case where the premium was duly paid for the insurance year 1933, where the cash surrender value of the policy at the end of the insurance year 1932 was \$4,600, where the cash surrender value was increased to \$6,300 at the end of the insurance year 1933, and where the cash surrender value of \$6,300 was adjustable to the date of surrender of the policy, the amount of the gift on April 1, 1933, the date on which the policy was irrevocably assigned, was \$5,025 (representing the cash surrender value adjusted to April 1, 1933), plus the present worth of \$1,275 (the balance added to the cash surrender value at the end of the insurance year 1933), plus \$861.75. representing the unearned premium adjusted to the date of the gift and computed in the manner set forth in example 1.

3. In a case where the \$2,849 premium was duly paid for the insurance year 1933, where the cash surrender value of the policy at the end of the insurance year 1932 was \$4,600, where that value was increased to \$6,300 at the end of the insurance year 1933, and where the cash surrender value of \$6,300 was not adjustable to the date of surrender of the policy, the value of the gift on April 1, 1933, the date on which the policy was irrevocably assigned, was \$4,600 (representing the cash surrender value of the policy), plus the present worth of \$1,700, the amount added to the cash surrender value at the end of the insurance year 1933, plus \$861.75, representing the unearned premium adjusted to the date of the gift and computed in the manner set forth in example 1.

In view of the foregoing, it is held that, where the insured makes a gift of the insurance to another, the insured having theretofore paid a premium in purchase of the insurer's promise, which promise covers a period not yet elapsed when the gift is made, the value of the gift includes (as illustrated in the fore-

going examples) the net cash surrender value of the policy at the date of the gift and that proportionate part of the premium paid before the gift, which covers a period extending beyond the gift. When the premium payment purchases the right to an increased cash surrender value, which is not available until the end of the policy year, a discount is required in arriving at its present worth as of the date of the gift. [G.C.M. 13147; C.B. June 1934, p.358.]

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IN THE

Supreme Court of the United States OCTOBER TERM, 1940

No. 92

FLORENCE GUGGENHEIM,

Petitioner.

ALMON Q. RASQUIN, individually and as United States Collector of Internal Revenue for the First District of New York, Respondent:

ON WRIT OF CERTIORARI TO THE UNITED STATES CIRCUIT COURT OF APPEALS FOR THE SECOND CIRCUIT

REPLY BRIEF FOR THE PETITIONER.

PAUL B. BARRINGER, JR., Attorney for Petitioner.

Of Counsel: JOHN G. JACKSON, JR.

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IN THE

Supreme Court of the United States, OCTOBER TERM, 1940.

FLORENCE GUGGENHEIM, Petitioner,

ALMON Q. RASQUIN, Individually and as United States Collector of Internal Revenue for the First District of New York.

ON WRIT OF CERTIORARI TO THE UNITED STATES CIRCUIT COURT OF APPEALS FOR THE SECOND CIRCUIT.

REPLY BRIEF FOR THE PETITIONER.

• This brief is filed pursuant to permission granted by the Court on January 7, 1941.

Respondent states, on page 10 of his brief, that:

"The value of all the rights which together constitute the life-insurance policy should not be telescoped into the value of the single right to receive a predetermined amount upon surrender."

These rights are stated to be the right to retain the policy as an existing contract and to enjoy its investment feature, the right to receive the face amount of the policy upon the insured's death, and in some instances, the rights of optional modes of settlement.

The optional modes of settlement are merely methods of paying the face amount of the policy at the death of the insured other than by a straight payment of the face. amount. Typical options are monthly instalments for a definite number of years, continuous instalments, fixed income, etc. (R. 31, 47, 61, 83, 99, 117, 137, 151, 165.) These rights are therefore no more than the right to receive they face amount of the policy on the death of the insured.

It is submitted that the right to enjoy the investment feature, the right to borrow, and the right to receive the face amount of the policy on the death of the insured are all contained and reflected in the cash surrender value. The cash surrender value is the present cash equivalent of all of the rights and benefits available to the holder of the policy. The cash surrender value will increase in amount and reflect the increase in value of the policy in proportion to the length of time the policy is held. In other words, the cash surrender value at any given date represents the face amount of the policy and all of the rights and benefits incident to the ownership of the policy discounted on the basis of the insured's life expectancy.

When one purchases a single premium life insurance policy from an insurance company, he pays a certain price. This price is greater then the policy's cash surrender value, and the difference is the expense incident to the issuance of the policy. This expense unquestionably has some intrinsic value to the insured for otherwise he would not have purchased the policy. This expense, however, does not go to increase the fair market or asset value of the policy which is the value to be determined under Regulations 79.

When the policy is assigned as a gift, this expense or intrinsic value is lost to the insured and not received by the assignee. The assignment is a new and separate transaction, unrelated to the original purchase, and the issued policy is what then must be valued. What is it worth in a

willing buyer-willing seller market? It is submitted that it cannot be worth more than its cash surrender value, for if it was, a business would have arisen of purchasing issued hife insurance policies at a price in excess of their cash surrender values.

The cash surrender value is the minimum and the maximum amount which the holder of a policy can obtain for a policy in the insurance market. As stated by the Dis-

trict Court, (R. 180):

"Judicial notice may well be taken that cash surrender values as determined by insurance companies are based upon strict actuarial computations; and there is no suggestion that in the open market a buyer could be found who would pay a greater sum for the policies than that which the insurance actuaries determine to be their cash surrender values."

Respondent states, on page 11 of his brief, that the cash surrender value is fixed by insurance companies to discourage surrender of policies. It is submitted that this cannot be the case, in view of the strict actuarial computations, and secondly, because there is strong competition between insurance companies to fix the cash surrender values of their policies as high as can be justified, in order to render their policies more attractive to potential purchasers. The same forces of competition which determine the market price in the case of property in general operate to determine the surrender value in the case of insurance policies. This is particularly true of single premium policies, where the policies are so nearly alike that the one carrying the highest surrender value will be the one that is the easiest to sell.

The respondent has argued that the history of Section 1108(a) of the Revenue Act of 1926 plainly shows that Congress intended the Treasury to have full and complete discretion to determine to what extent changes in the regulations are to operate retro-actively. It is submitted, as

evidenced by the legislative history and by the reports of the Conference Committee and the House, Ways and Means Committee, (respondent's brief, pages 29-31), that the intention of Congress was to give the Treasury more discretion to apply regulations prospectively only. As stated by the Conference Committee (respondent's brief, page 29, footnote 6):

"It is hoped that this provision will prevent the constant reopening of cases on account of changes in regulations of Treasury decisions, and it is believed that sound administration properly places upon the Government the responsibility and burden of interpreting the law and of prescribing regulations upon which the taxpayers may rely; "". (Italics supplied.)

The respondent states, on page 21 of his brief, that the Treasury, at the time of the 1936 regulations, "had had no experience with gifts of single-premium insurance policies simultaneously with their issuance and the regulations accordingly did not attempt to provide specially for such a combination of transactions." It is submitted that it is not only difficult to believe this statement, but also that there is nothing in the record to substantiate any such statement.

As stated in petitioner's brief, pages 18 and 19, Congress itself has approved cash surrender value as the best measure of value for purposes of the Bankruptcy Act. The Interstate Commerce Commission has adopted cash surrender value as reflecting the true asset value of insurance policies for purposes of the Uniform System of Accounts for carriers subject to the Motor Carrier Act.

The Commissioner of Internal Revenue was successful in contending, in Behrend v. Commissioner, 23 B. T. A. 1037, that the cash surrender value represents the amount of a gift of a life insurance policy as a charitable deduction for income tax purposes. The Commissioner successfully contended in Estate of Louisa Morris Carroll, 29 B. T. A. 11,

that the cash surrender value of life insurance issued on the husband's life and payable to his estate falls into the estate of the marital-community under the law of Louisiana, and that one-half of such cash surrender value should be included in the estate of the deceased wife for Federal estate tax purposes.

All of the foregoing salues were based upon fair market value, and not upon the particular intrinsic value the policy may have to the insured. The cost to duplicate a policy or to indemnify an insured is not a true test of fair market value. It is submitted that the Commissioner's regulation, as amended in 1936, is not only an unreasonable and inconsistent interpretation of Section 506 of the Revenue Act of 1932, but is also inconsistent with Article 19(1) of both the 1933 and the 1936 Regulations. Cash surrender value, on the other hand, is a reasonable and accurate measure of the fair market value of a single premium life insurance policy, it is consistent with Article 19(1) of Regulations 79, and it has been approved by Congress reenacting Section 506 in the Revenue Acts of 1934 and 1935.

Respectfully submitted,

PAUL B. BARRINGER, JR., Attorney for Petitioner.

John G. Jackson, Jr., Of Counsel.

JAN 6 1947 .

IN THE

Supreme Court of the United States

OCTOBER TERM 1940

No. 92

FLORENCE GUGGENHEIM,

Petitioner,

ALMON Q. RASQUIN, individually and as United States Collector of Internal Revenue for the First District of New York,

Respondent.

ON WRIT OF CERTIORARI TO THE UNITED STATES CIRCUIT COURT OF APPEALS FOR THE SECOND CIRCUIT

SUGGESTION OF DEATH OF RESPONDENT MOTION TO SUBSTITUTE ADMINSTRATRIX

21

PAUL B. BARRINGER, JR.,
Attorney for Petitioner.

Of Counsel: John G. Jackson, Jr.

Supreme Court of the United States, OCTOBER TERM 1940.

No. 92

FLORENCE GUGGENHEIM,

Petitioner,

Almon Q. Rasquin, individually and as United States
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New York,

Respondent.

ON WRIT OF CERTIORARI TO THE THE UNITED STATES CIRCUIT COURT OF APPEALS FOR THE SECOND CIRCUIT.

SUGGESTION OF DEATH OF RESPONDENT MOTION TO SUBSTITUTE ADMINISTRATRIX.

Now Comes the petitioner in the above entitled cause and states to the Court as follows:

That the respondent Almon Q. Rasquin died on November 4, 1940, at Riverhead, New York;

That Martha E. Rasquin has been appointed as Administratrix of the Estate of Almon Q. Rasquin, deceased.

WHEREFORE the petitioner moves the Court to make an order directing that Martha E. Rasquin, as Administratrix of the Estate of Almon Q. Rasquin, deceased, be substituted for Almon Q. Rasquin as respondent.

Dated, January 4, 1941:

PAUD B. BARRINGER, JR., Attorney for Petitioner.

Of Counsel: John G. Jackson, Jr.

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In the Supreme Court of the United States

OCTOBER TERM, 1940

No. 92

FLORENCE GUGGENHEIM, PETITIONER

v

ALMON Q. RASQUIN, INDIVIDUALLY AND AS UNITED STATES COLLECTOR OF INTERNAL REVENUE FOR THE FIRST DISTRICT OF NEW YORK

ON PETITION FOR A WRIT OF CERTIORARI TO THE UNITED STATES CIRCUIT COURT OF APPEALS FOR THE SECOND CIRCUIT

MEMORANDUM FOR THE RESPONDENT

Although we believe that the decision below is correct, we do not oppose the petition in view of the conflict with decisions in three other circuits which the court below recognized (R. 197-198). Moreover, the same question is involved in a number of other cases now pending, and it is important administratively that the question be settled.

Respectfully submitted.

FRANCIS BIDDLE, Solicitor General.

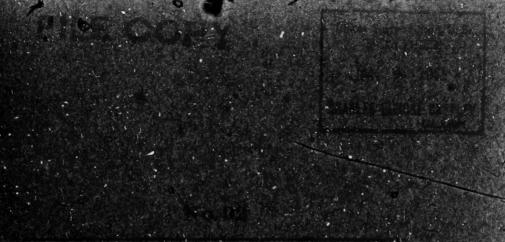
JUNE 1940.

¹ Commissioner v. Haines, 104 F. (2d) 854 (C. C. A. 3rd); Helvering v. Cronin, 106 F. (2d) 907 (C. C. A. 8th); Helvering v. Bryan, 109 F. (2d) 430 (C. C. A. 4th).

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tion for a writ of certic ari was filed on May 21, 1940, and granted on October 14, 1940. The jurisdiction of this Court rests upon Section 240 (a) of the Judicial Code, as amended by the Act of February 13, 1925.

QUESTION PRESENTED

Where single-premium policies of life insurance are irrevocably assigned simultaneously with issuance, is the value thereof for gift-tax purposes the cost to the donor or the cash-surrender value of the policies in the hands of the donees immediately after issuance?

STATUTES AND REGULATIONS INVOLVED

The applicable provisions of the statutes and regulations involved appear in the Appendix, infra, pp. 36-45.

STATEMENT

This suit was brought by petitioner against the Collector of Internal Revenue to recover gift taxes paid by her. Upon a motion for judgment on the pleadings (R. 174), the District Court, pursuant to Rule 12 (c) of the Rules of Civil Procedure, entered judgment in favor of petitioner (R. 182, 183–184). The facts disclosed by the pleadings may be summarized as follows:

The petitioner, at the end of December 1934, then 71 years of age, purchased nine single premium policies of insurance upon her own life, and simultaneously made irrevocable gifts thereof to three of her children. The policies were in the aggregate face amount of \$1,000,000, and petitioner paid an aggregate premium of \$852,438.50 therefor (R. 6–14, 17, 23–173). The petitioner treated the policies as having a cash-surrender value of \$717,344.81 at the time of gift, and filed a gift-tax return listing the policies upon the basis of their alleged cash-surrender value (R. 6–7).

The Commissioner of Internal Revenue determined that the "value" of the policies for gift-tax purposes was \$852,438.50 rather than their cash-surrender value, and accordingly assessed a deficiency of \$13,804.69 (R. 7). Petitioner paid the deficiency and brought this suit for refund.

The District Court's decision in granting petitioner's motion for judgment (R. 175-181) was reversed by the Circuit Court of Appeals (R. 194-198).

SUMMARY OF ARGUMENT

1. The statute provides in general terms that the tax shall be based on the "value" of the gift. However, the Commissioner is authorized to issue regulations to implement the statute, and under that authority the Treasury in 1936 issued regulations which precisely apply to this case. Under such regulations the value to be determined in this case is "the amount which the company would charge for a single premium contract of the same specified amount on the life of a person of the age of the insured." Article 19 (9), Treasury Regula-

tions 79 (1936 Ed.), Appendix, infra, p. 37. We submit that this is a reasonable method of determining the value and is a permissible interpretation of the statute.

The cash-surrender value is an artificial amount, generally designed to discourage surrender of policies, and is comparable to what might be realized at a forced sale. The Commissioner therefore correctly rejected cash-surrender value as the measure of the tax.

The question of "value" arises here in the interpretation of a statute which imposes a tax upon the passing of money or property from the donor, and in the circumstances it is particularly appropriate to construe the statute so as to reach the full amount which the taxpayer has donatively expended.

Moreover, the owner of a fully paid life insurance policy possesses not only the right to surrender it at any time for its cash surrender value, but has the right to retain the policy as an existing contract and to enjoy its investment feature, the right to receive the face amount of the policy upon the insured's death, and in some instances the right to optional modes of settlement. The intent of the gift tax statute is not mer unless all these economic benefits are reflected in the total taxable value of the policy. The value of all the rights which together constitute the life insurance policy, should not be telescoped into the value of the single right

to receive a predetermined amount upon surrender.

2. The application of Article 19 (9) of Regulations 79 (1936 ed.) is not prevented by the prior edition of Regulations 79 which had been promulgated less than two and one-half years earlier in 1933. The new edition applies to all gifts made after June 6, 1932, the date of enactment of the Revenue Act of 1932 which imposes the tax in question. See Section 1108 (a) of the Revenue Act of 1926, as amended by Section 506 of the Revenue Act of 1934.

Moreover, the 1933 edition of the Regulations did not deal with gifts of single premium policies at all, and the 1936 edition for the first time prescribed the formula to be employed with respect to such policies. The 1933 Regulations, relied upon by petitioner, dealt only with annual premium and similar types of policies, and the Treasury never understood those regulations as spelling out the rule for such policies as are here involved. And when the Treasury became aware of the problem presented by such policies, it promptly issued the new regulations. But even if the formula in the old regulations is applied literally to such policies, the result will be the same as that reached under the later edition of the regulations. However, the circuitous computations necessitated in applying the old formula to this kind of policy confirms the argument that it was never designed to cover such single premium policies.

But, in any event, even if the 1933 Regulations originally did support petitioner's position, it was within the power of the Commissioner to replace them with the 1936 Regulations. Section 1108 (a) of the 1926 Act, as amended by Section 506 of the 1934 Act, makes it abundantly clear that the Commissioner and the Secretary of the Treasury have plenary power to determine whether and to what extent a new regulation will apply with or without retroactive effect. Those provisions are rich in legislative history which discloses the full extent of the discretion committed to the Treasury.

Helvering v. Reynolds Tobacco Co., 306 U.S. 110, which denies the power of the Treasury to applynew regulations retroactively, is distinguishable in several respects, but in any event, for reasons set forth in detail hereinafter, we believe that it was incorrectly decided and respectfully submit that it should be overruled.

ARGUMENT

THE DONOR IS TAXABLE UPON THE FULL AMOUNT THAT SHE PAID FOR THE POLICIES GIVEN AWAY BY HER

A. ARTICLE 19 (9) OF REGULATIONS 79 (1936 ED.) COVERS THIS VERY CASE AND IS CONCLUSIVE

Late in December 1934 the taxpayer, then 71 years of age, purchased nine single-premium policies of insurance upon her own life, and at the same time made irrevocable gifts of those policies. The

policies were in the aggregate face amount of \$1,000,000, and petitioner paid \$852,438.50 therefor. The court below treated the policies as having a cash surrender value of \$717,344.81 at the time of gift (R. 195), but held that the gift tax was to be measured by the amount which the conorpaid for the policies rather than their cash surrender value.

Section 506 of the Revenue Act of 1932 (Appendix, infra, p. 36) requires that if a gift is made in property, "the value thereof * * * shall be considered the amount of the gift." And the sole

For convenience, this brief will treat the policies as having a cash surrender value of \$717,344.81 at the date of gift, although we believe that the policies themselves forbid any such assumption, and we do not concede that the policies had any cash surrender value on the date of gift.

However, the policies themselves are in the record and affirmatively show that no one of them had a cash surrender value until the expiration of one year. (R. 29, 47, 63, 79, 97, 115, 135, 149, and 163.) It is true that paragraphs . V, VI, and VII of the bill of complaint (R. 6) allege that petitioner's gift tax return reported gifts of policies "having * cash surrender value on the date of the gift of \$----," and the Government admitted the allegations of those paragraphs (R. 17). But it should be observed that those allegations simply state what petitioner reported in her returns, and the Government's answer simply admits that such facts were reported by petitioner. The answer does not admit the truth of those facts. Whether the stipulation (R. 21) was intended to concede that the policies had a cash surrender value at the date of gift, or was intended simply to identify each individual policy with the amount petitioner treated as taxable and described as "cash surrender value," is at least conjectural.

question here presented is whether "the value" of the insurance policies is the amount paid therefor by the donor (\$852,438.50) or the amount of the cash surrender value (\$717,344.81).

1. At the threshold of the inquiry it appears that Article 19 (9) of Treasury Regulations 79.(1936 Ed.) in terms governs this very case. Article 19 is headed "Valuation of property" and subdivision (9) of that article provides:

The value of a life insurance contract or of a contract for the payment of an annuity issued by a company regularly engaged in the selling of contracts of that character is established through the sale of the particular contract by the company, or through the sale by the company of comparable contracts.

And subdivision (9) contains an example which applies precisely to this case:

Example: A donor owning a life insurance policy on which no further payments are to be made to the company (e.g., a single premium policy or paid-up policy) makes a gift of the contract. The value of the gift is the amount which the company would charge for a single premium contract of the same specified amount on the life of a person of the age of the insured.

These regulations were issued under Section 530 (Appendix, *infra*, p. 36), which authorizes the Commissioner and the Secretary of the Treasury to promulgate regulations to implement the statute.

Gifts of life-insurance policies made after June 6, 1932, are specifically stated to be subject to tax by Article 2 (5), and that article in turn makes reference to Article 19 (9) for the valuation of such policies.

In this situation the Court is not confronted with the broad question as to what is the correct formula for determining the "value " * * at the date of the gift" of single premium life-insurance policies. Rather, the question is simply whether the formula prescribed in Article 19 (9) is within the power of the Commissioner under the statute. It is certainly applicable to this case, and unless it was beyond the power of the Commissioner, it should have the same force as a formula specifically prescribed by Congress: See Helvering v. Wilshire Oil Co., 308 U. S. 90, 102; Simpson v. United States, 252 U. S. 547, 549, 550.

*2. Since the statute merely speaks in general terms about "value", it was appropriate for the Commissioner to construe it as he did, having due regard for "the nature and purpose of the statute" involved. Cf. Ray Copper Co. v. United States, 268 U.S. 373, 377. That the interpretation adopted by the Commissioner in Article 19 (9) was well within the area of discretion is, we submit, beyond serious question.

At the very outset it should be recognized that the word "value" is to be construed, not in vacuo, but in connection with a statute imposing a tax upon gifts. It is a tax imposed upon the donor, and, like the cognate estate tax, is measured by the amount of money or property passing from the transferor. The amount which the donee could immediately realize upon the gift by what is essentially a forced sale, is hardly the criterion which best evidences the value of the property passing from the donor. In the circumstances, it would be strange, indeed, to learn that one who had donatively expended \$852,438.50, had made a taxable gift of only \$717,344.81.

The owner of a fully paid life-insurance policy, whether donor or donee, possesses not only the right to surrender it at any time for its cash surrender value, but he has the right to retain the policy as an existing contract and to enjoy its investment feature, the right to receive the face amount of the policy upon the insured's death, and in some instances the right to optional modes of settlement. The intent of the gift-tax statute is not met unless all these economic benefits are reflected in the total taxable value of the policy. The value of all the rights which together constitute the life-insurance policy should not be telescoped into the value of the single right to receive a predetermined amount upon surrender.

This Court has recognized that the surrender of a policy to an insurance company amounts to a forced liquidation. Lucas v. Alexander, 279 U.S. 573. The cash surrender value is fixed in advance by insurance companies and is designed to dis-

courage surrender of policies. See Vance, Insurance, 2d Ed. (1930), pp. 55, 56. It is at most only one element that might be taken into account in determining value. Some policies may not have any cash surrender value, or may have a cash surrender value only at the end of a specified period. See footnote 1, supra. Can it be said that such policies have no "value" and that a gift thereof is exempt from tax?

Moreover, the cash surrender value reflects only the net reserve. But it is well known that the cost of a policy in the open market is much more: the insurance company must include in the price (premium) not only an item to go into the life reserves, but it must add various loading charges such as agents' commissions, cost of operation, etc. All such items are constituent elements that go to make up the final premium-i. e., the price at which one may purchase a life insurance policy in the open market. The mere fact that the purchaser cannot resell the policy to the issuing company at the full price should not obscure the situation. Thus, the purchaser of an automobile probably cannot resell it to the dealer at the price paid by him, even though he has not yet taken delivery. For, in the sales price were probably included such charges as salesman's commissions, etc., on which the dealer would be out of pocket were he to return the entire purchase price to his customer. Yet it seems quite plain that the purchase price of such an automobile would probably

be its 'value' for the purpose of the gift tax statute.

The donor, after all, made gifts of insurance policies, not of cash in the amount of the surrender values. If a gift of cash for immediate use were intended, it would be incongruous indeed for the donor to dilute the gift by making it in the form of an insurance policy. Since petitioner deliberately elected not to make the gifts in cash, there is no sufficient reason why the taxing authorities should be limited to the artificial value of the present right to surrender and cancel the contracts. That was only one of the bundle of rights represented by the contract.

Insurance policies, particularly of the type involved herein, are property of a unique character. and their value cannot be ascertained by the use of methods for valuing more conventional property. Where, as here, the property to be valued is not ordinarily the subject of barter and sale, this Court has recognized that "the criteria at hand for ascertaining market value, or what is called exchange value, are not commonly available," and that the value of the property must be determined "under these inescapable limitations." Los Angeles Gas Co. v. R. R. Comm'n, 289 U. S. 287, 305. Although it may be that insurance policies are frequently employed as collateral for loans, there is not, so far as we are aware, any market for selling insurance policies already issued. And the mere fact

that petitioner might have been able to sell the policies to a stranger at their cash surrender value certainly does not establish a value for these policies. Petitioner paid approximately \$850,000 for the policies, and intended to make gifts that would ultimately produce \$1,000,000. It was, of course, contemplated by petitioner that the insurance contracts would be kept alive and would serve the purpose for which they were purchased. This Court has pointed out that "an important element in the value" of property "is the use to which it may be put." Susquehanna Co. v. Tax Comm. (No. 1), 283 U. S. 291, 296.

No argument is needed to demonstrate that the insurance company would not have been able to sell such policies at all if the entire value of the contracts consisted merely of the right to cash them immediately for some \$135,000 less than their cost. Petitioner obviously invested in and gave to her children contracts which had a value over and above the amounts for which they could be at once liquidated. They were worth the cost of duplicating them on the gift date. In this case that is precisely what petitioner paid for them, and we submit that the court below correctly ruled that the value of the policies was their cost. The same conclusion was reached in Commissioner v. Powers (C. C. A. lst), which is to be heard immediately following

² Decided July 16, 1940, not yet officially reported.

this case (Madeleine D. Powers v. Commissioner, No. 486, present Term).

This method of valuation finds support in cases dealing with valuation of policies in actions for conversion, for breach of contract to issue a paid-up policy, and in allowing claims against insolvent life insurance companies. New York Life Ins. Co. v. Statham, 93 U. S. 24; Bass v. Annuity Association, 96 Kan. 205; Ebert v. Mutual Reserve Fund Life Assn., 81 Minn. 116; People v. Security Life Ins. and Annuity Co., 78 N. Y. 114; Toplitz v. Bauer, 161 N. Y. 325; Speer v. Phoenix Mutual Life Ins. Co., 36 Hun (N. Y.) 322; Universal Life Ins. Co. v. Binford, 76 Va. 103.

Accordingly, it is abundantly clear that the formula prescribed by Article 19 (9) is not only correct on principle but is entirely consistent with the statute. It is applicable to this case and should be controlling. Only by declaring the regulation beyond the competence of the Commissioner can any other result be reached. And we respectfully submit that not only was it well within the area of discretion accorded to the Commissioner but it is doubtful whether any other formula would be valid for such policies as are here involved.

B. THE APPLICATION OF ARTICLE 19 (9) OF REGULATIONS 79 (1936 Ed.) IS NOT PREVENTED BY THE PRIOR EDI-TION OF REGULATIONS 79

The gift tax provisions of the revenue law were enacted in the Revenue Act of 1932, and although some of the provisions have from time to time been amended or modified, the Revenue Act of 1932 continues to be the operative gift tax statute. Unlike the income tax law, there has been no reenactment of the gift tax statute. The first regulations promulgated under the gift tax provisions of the 1932 Act appeared on October 30, 1933, and were designated Regulations 79. Less than two and one-half years later, a second edition of Regulations 79 was issued on February 26, 1936.

The provisions relied upon by the Government in the foregoing part of this brief are found in the 1936 edition. The 1933 edition contained no provisions comparable to those upon which we rely in Article 19 (9) of the 1936 edition. However, it is perfectly plain that the 1936 edition was intended to supersede the 1933 edition and was intended to be applicable to all gift tax matters under the 1932 Act. See p. 9, supra. And if any doubt existed at all as to the applicability of the 1936 edition, that doubt is completely dispelled by Section 506 of the Revenue Act of 1934 (c. 277, 48 Stat. 680) which amended Section 1108 (a) of the Revenue Act of 1926 in the following terms:

SEC. 506. RETROACTIVITY OF REGULATIONS, RULINGS, ETC.

The only other gift tax statute ever enacted by Congress was contained in the Revenue Act of 1924 (c. 234, 43 Stat. 253), but was abandoned less than two years later in the Revenue Act of 1926 (c. 27, 44 Stat. 9). See Secs. 319-324 of the 1924 Act and Sec. 324 of the 1926 Act.

²⁹²³¹⁸⁻⁴¹⁻³

Section 1108 (a) of the Revenue Act of 1926, as amended, is amended to read as follows:

"(a) The Secretary, or the Commissioner with the approval of the Secretary, may prescribe the extent, if any, to which any ruling, regulation, or Treasury Decision, relating to the internal revenue laws, shall be applied without retroactive effect." [Italics supplied.]

Thus, these provisions make it clear beyond question that the new regulations are to have universal application, both prospective and retrospective, unless the Secretary of the Treasury or the Commissioner has prescribed that they may operate without retroactive effect. But neither the Secretary nor the Commissioner has so prescribed with respect to these provisions, and we do not understand petitioner to contend the contrary.

Accordingly, unless the new provisions should for some reason be invalid they are applicable to and control the outcome of this case.

Petitioner's argument seems to be that the 1933 edition required a result contrary to that in the later edition, and that the Commissioner was powerless to amend the 1933 edition so as to affect her liability for gifts made a year and several months prior to the amendment.

Our position is twofold. We contend, first, that the 1933 edition never dealt with this type of gift at all, and second, that even if such gifts had been epecifically covered by the 1933 edition, it was fully within the competence of the Commissioner to promulgate new regulations having universal application which were to supersede existing regulations.

First. The 1933 regulations did not deal with gifts of single premium or paid-up policies of life insurance. The only provisions in Regulations 79 (1933 ed.) relied upon by petitioner are found in Article 2 (5) which provides:

The irrevocable assignment of a life insurance policy, or the naming of the beneficiary of a policy without retaining any of the legal incidents of ownership therein, constitutes a gift in the amount of the net cash surrender value, if any, plus the prepaid insurance adjusted to the date of the gift.

^{*}Of the six circuit courts of appeals which have considered this question two have decided it in favor of the Government, namely the court below in the instant case, and the First Circuit in the *Powers* case, No. 486, to be argued consecutively with the instant case. The four decisions to the contrary are: Commissioner v. Haines, 104 F. (2d) 854 (C. C. A. 3d); Helvering v. Cronin, 106 F. (2d) 907 (C. C. A. 8th); Helvering v. Bryan, 109 F. (2d) 430 (C. C. A. 4th); and United States v. Ryerson, 114 F. (2d) 150 (C. C. A. 7th), now pending before this Court, No. 494; and to be argued immediately following the Powers case, No. 486.

The Haines decision treated the 1933 edition as being applicable rather than the 1936 edition. The opinion stated that what it regarded as the pertinent language in the 1933 edition "remained the same in the 1934 and 1935 editions of Treasury Regulations 79." But the court erred in so stating, for there were no editions of Regulations 79 issued in

As the court below recognized (R. 197), those provisions were not designed to meet such a situation as is here presented. The very fact that they specify the amount of the gift to be the sum of the net cash surrender value and the prepaid insurance adjusted to the date of gift discloses the scope which the Commissioner intended those provisions to have.

A typical case for the application of those provisions would be the gift of an annual premium policy on which, say 7 premiums had been paid, and where the gift had been made three months after payment of the seventh premium. Applying those provisions, the amount of the gift would be the cash surrender value of the policy plus ninetwelfths of the prepaid insurance obtained by pay-

The decisions in the other three cases were predicated primarily upon the reasoning of the *Haines* decision, and are therefore equally unreliable.

¹⁹³⁴ or 1935. The only editions are the 1933 and 1936 editions. Moreover, the court also declared that in "reenacting" the applicable statutory provisions in 1934 and 1935, "Congress must be taken to have approved the administrative construction." P. 855. But here again, the court was in error, because there was no reenactment of the provisions mentioned by the court in 1934 or 1935 or at any, other time. Cf. Helvering v. Hallock, 309 U. S. 106, 120 n. Accordingly, this case can be distinguished from Helvering v. Reynolds Tobacco Co., 306 U. S. 110, upon which the Haines opinion relied, for there is no room for the contention here that the early regulations by reason of their long standing in the face of repeated reenactments of the statute had become so imbedded in the statute as to prevent any retroactive change.

ment of the seventh premium—i. e., that portion of the prepaid insurance that the donee will enjoy over the remaining nine months.

But those provisions had no application whatever to single premium policies. Indeed, when the 1936 edition was issued, the substance of those provisions was carried over with respect to annual premium policies. Thus, Article 19 (9) of Regulations 79 (1936 ed.) provides:

* * * when the gift is of a contract which has been in force for some time and on which further premium payments are to be made, the value may be approximated, unless because of the unusual nature of the contract such approximation is not reasonably close to the full value, by adding to the interpolated terminal reserve at the date of the gift the proportionate part of the gross premium last paid before the date of the gift which covers the period extending beyond that date.

And since the reserve is approximately equal to the cash surrender value (together with a surrender charge), it is not unfair to state that these provisions roughly accomplish the same result as would be reached by applying the provisions of Article 2 (5) of the earlier regulations.

But the provisions of Article 2 (5) of the early regulations were never designed nor did the Treasury ever consider them as being applicable to a case such as is here presented. And when the Treasury became aware of the fact that those provisions might be misconstrued to apply to such a case, it promptly changed those provisions in the new edition of Regulations 79, promulgated less than two and one-half years after the earlier edition had appeared.

Indeed, if one were to attempt to apply the provisions of Article 2 (5) of the 1933 edition literally to a single-premium policy given away at the time of purchase, one would reach the result that the single premium is the amount of the gift rather than the cash surrender value. And the circuitous computations that would be necessitated by such an application shows, we submit, that those provisions could not have been intended to govern such a situation.

The 1933 edition of Regulations 79 dealt only with transactions occurring after the date of the enactment of the gift tax statute on June 6, 1932. See Article 2 (Appendix, infra, p. 39). For a complete understanding of the regulations it must be recalled that after the repeal of the Revenue Act of 1924 there was no gift tax in effect until the enactment of the Revenue Act of 1932. Hence it was realized that various transactions which would constitute taxable gifts under the new statute might occur in connection with existing insurance policies. Accordingly, the regulations took note of the situation and specified three such transactions: (1) the irrevocable assignment of a policy; (2) the

naming of a beneficiary without retaining any of the legal incidents of ownership; and (3) the payment of premiums by an insured who has none of the legal incidents of ownership in the policy, and where the beneficiary is other than the donor's estate.

The first two of these transactions are dealt with in Article 2 (5) and the third transaction is dealt with in Article 2 (6). Similar transactions could also occur with respect to policies taken out after June 6, 1932, and the regulations were quite adequate to deal with any one of the three transactions where it occurred separately. However, the Treasury at the time of these regulations had had no experience with gifts of single-premium insurance policies simultaneously with their issuance and the regulations accordingly did not attempt to provide specially for such a combination of transactions. Nevertheless, if Articles 2 (5) and 2 (6) are applied literally to the gifts here involved, the result will be that the cost of the policies will be the measure of the tax.

Article 2 (5) alone provides that the irrevocable assignment of a life-insurance policy constitutes a gift in the amount of the cash-surrender value, plus the prepaid insurance adjusted to the date of the gift. This article assumes a payment of premium in advance of the gift. No gift tax would be incurred merely by taking out a policy and paying the premium, but if a taxable transaction occurs.

later within the period for which the premium has already been paid the regulation requires that an adjustment of the premium shall be made. The adjustment is obviously for the purpose of determining the portion of the paid premium which is. properly applicable to the period beginning with the date of the gift and ending with the date to which the premiums already have been paid. For example, if a six months' premium had been paid on May 6, 1932 (one month before the enactment of the statute), and the policy were irrevocably assigned on July 6, 1932 (one month after the enactment of the statute), two-sixths of the premium would be allocable to the period prior to. the gift and four-sixths of the premium would be allocable to the period from the date of the gift (July 6, 1932) to the expiration of the six months' premium period (November 6, 1932).

If an additional six months' premium should be paid by the donor on November 6, 1932, such payment would constitute an additional gift and be covered by Article 2 (6) of the Regulations.

The facts in this case disclose both an irrevocable assignment covered by Article 2 (5) and a payment of premiums covered by Article 2 (6). However, the combined application of Article 2 (5) and Article 2 (6) to the combination of taxable transactions exhibited by the facts of this case would not mean that the valuation is to be the sum of the cash-surrender value and the premiums.

The regulations have been interpreted to exclude the portion of the cash-surrender value which is credited to the policy by reason of the very premium which is included in the calculation. G.C.M. 13147, XIII-1 Cumulative Bulletin 358 (1934), Appendix, infra, pp. 40-45. It will be noted that this ruling, like Article 2 (5), assumes the premium payment at a different time from the gift, but the method of avoiding duplication by eliminating the cash-surrender value created by the premium payment is equally applicable here. Since the full premium was paid in advance in the case at bar, the entire cash-surrender value was created by the premium payment (United States v. Ryerson, supra), and the cash-surender value would therefore be entirely eliminated. As thus interpreted, the application of both Article 2 (5) and Article 2 (6) to the facts of this case would require the following computation: add together the cash-surrender value and the premium payment and then deduct the entire cash-surrender value. This leaves, as the value upon which the tax is to be computed, only the amount of the premium paid.

A similar result would be reached by a literal application of Article 2 (5) alone, without resorting to Article 2 (6) at all. Prepaid insurance is defined in G. C.M. 13147 as the premium paid prior to the date of the gift to obtain insurance coverage for a period subsequent to the gift. Although the case was tried on the assumption that the

policies were issued and assigned simultaneously (R. 13, 18, 194), the premium payment necessarily was made before the policies were in force and the issuance of the policies must have preceded the assignment as a matter of fact, even though the interval was short. In this situation it is perhaps strictly accurate to say that the entire amount of the premium constituted prepaid insurance and that no adjustment is necessary because the interval between the issuance of the policies and the assignment was inconsequential. Upon this view the computation under Article 2 (5) would be as . follows: add cash surrender value and prepaid premium; deduct all of the cash surrender value because it was all created by the single premium payment and no adjustment of the premium payment has been made. The result is a value equal to the whole amount of the single premium.

The circuity attendant upon the application of the foregoing provisions of the 1933 Regulations to single premium policies makes it evident that they were drafted with only ordinary insurance in mind and were never intended to apply to policies like those involved herein. The only provisions in the 1933 Regulations applicable to the situation presented by the case at bar are the general provisions of Article 19 (1), Appendix, infra, p. 40, which provide:

Art. 19. Valuation of property.—(1) General.—The statute provides that if the gift is made in property, the value thereof

at the date of the gift shall be considered the amount of the gift. The value of property is the price at which such property would change hands between a willing buyer and a willing seller, neither being under any compulsion to buy or to sell. Where the property is sold within a reasonable period after the date of the gift, and it is shown that the selling price reflects the fair market value thereof as of the date of the gift, the selling price will be accepted as the amount of the gift. All relevant facts and elements of value should be considered in every case.

But those previsions were too general and did not furnish a precise enough guide for the type of gift here presented. Indeed, if they were applied, the considerations discussed, supra, pp. 9–15, would require that the value of the policy be treated as the price that one would have to pay an insurance company therefor in the open market. And, at the very most; the 1936 Regulations merely crystallized into a specific rule the result that would be obtained in any event under the general provisions of Article 19 (1) of the 1933 Regulations.

Second. Even if the 1933 regulations originally did support petitioner's position, it was within the power of the Commissioner to replace them with the 1936 regulations. We have endeavored to show in the foregoing discussion that Article 2 (5) of the 1933 Regulations, relied upon by petitioner, was not intended to deal with gifts of single premium

policies, and that Article 19 (9) of the 1936 Regulations for the first time prescribed the formula to be applied. But if we should be in error in that position, then we respectfully submit that the Commissioner had full authority to issue the new regulations as applied to this case.

The plenary power to prescribe the extent to which any ruling, regulation, or Treasury decision may operate with or without retroactive effect is plainly recognized by Section 1108 (a) of the Revenue Act of 1926, as amended by Section 506 of the Revenue Act of 1934, quoted, supra, p. 16. Those provisions are rich in legislative history.

The first comparable statutory provisions appeared in the Revenue Act of 1921, c. 136, 42 Stat. 227. Section 1314 of that Act provided:

RETROACTIVE REGULATIONS

SEC. 1314. That in case a regulation or Treasury decision relating to the internal-revenue laws made by the Commissioner or the Secretary, or by the Commissioner with the approval of the Secretary, is reversed by a subsequent regulation or Treasury decision, and such reversal is not immediately occasioned or required by a decision of a court of competent jurisdiction, such subsequent regulation or Treasury decision may,

⁵ For decisions involving retroactive application of regulations, see *Morrissey* v. *Commissioner*, 296 U. S. 344, 355; *Murphy Oil Co.* v. *Burnet*, 287 U. S. 299; *Manhattan Co.* v. *Commissioner*, 297 U. S. 129.

in the discretion of the Commissioner, with the approval of the Secretary, be applied without retroactive effect.

In commenting upon those provisions (referred to as Sec. 1002 in the House bill), the House Ways and Means Committee stated (H. Rep. No. 350, 67th Cong., 1st Sess., p. 15):

Section 1002 would permit the Treasury Department to apply without retroactive effect a new regulation or Treasury decision reversing a prior regulation or Treasury decision, unless such reversal is occasioned or required by a decision of a court of competent jurisdiction.

And the Senate Finance Committee similarly remarked (S. Rep. No. 275, 67th Cong., 1st Sess., p. 32):

Section 1314 of the proposed bill authorizes the commissioner, with the approval it the Secretary, to provide in making a regulation or Treasury decision which reverses a prior regulation or Treasury decision (if it is not immediately occasioned by a decision of a court of competent jurisdiction) that the new regulation or Treasury decision may be applied without retroactive effect.

Thus, it was clear that under the 1921 Act, any change in the regulations was to operate retrospectively as well as prospectively, unless the Treasury determined to permit the change to operate prospectively only. But where the change in regulations was occasioned by judicial decision the

Treasury was to have no discretion: such change was to affect all tax years, both before and after the change.

The next revenue act, the Revenue Act of 1924, c. 234, 43 Stat. 253, made no change in these provisions which were embodied in Section 1008 (a) of that Act. Thereafter, the same provisions were carried over as Section 1108 (a) of the Revenue Act of 1926, without any alteration. However, Section 605 of the Revenue Act of 1928, c. 852, 45 Stat. 791, amended Section 1108 (a) of the 1926 Act as follows:

Sec. 605. RETROACTIVE REGULATIONS. Section 1108 (a) of the Revenue Act of 1926 is amended to read as follows:

"Sec. 1108. (a) In case a regulation or Treasury decision relating to the internal-revenue laws is amended by a subsequent regulation or Treasury decision, made by the Secretary or by the Commissioner with the approval of the Secretary, such subsequent regulation or Treasury decision may, with the approval of the Secretary, be applied without retroactive effect."

The purpose of the amendment was to increase further the discretion given to the Treasury. It was intended to permit the Treasury to determine whether a change in regulations should operate prospectively only, even where the change was induced by judicial decision. This was made abundantly clear by the Senate Finance Committee

which stated (S. Rep. No. 960, 70th Cong., 1st Sess., p. 40):

Section 1108 (a) of the revenue act of 1926 provides that where a regulation on Treasury decision is reversed by a subsequent regulation or Treasury decision, the subsequent decision may be applied without retroactive effect if the reversal is not immediately occasioned or required by a court The policy of this provision is highly desirable, and in view of the fact that the Bureau of Internal Revenue is now comparatively free from the congestion of cases from the war years, it is believed that this policy may now be extended to cases where the new regulation or Treasury decision is occasioned or required by a court decision. Fundamentally there is no difference in the

⁶ In accepting the Senate amendment, the Conference Committee declared (H. Rep. No. 1882, 70th Cong., 1st Sess., p. 22):

[&]quot;Section 1108 (a) of the revenue act of 1926 permits the commissioner to apply a new regulation or Treasury decision without retroactive effect when the new regulation or Treasury decision is not immediately occasioned by a court decision.

[&]quot;This desirable policy has been extended by the Senate amendment so as to include all regulations and Treasury decisions whether or not occasioned by a court decision. It is hoped that this provision will prevent the constant reopening of cases on account of changes in regulations or Treasury decisions, and it is believed that sound administration properly places upon the Government the responsibility and burden of interpreting the law and of prescribing regulations upon which the taxpayers may rely; and the House recedes."

two cases which can justify the restrictions in section 1108 (a) of the 1926 Act. Accordingly, these restrictions have been removed in section 605 of the bill. * * *

The final change wrought in these provisions appeared in Section 506 of the Revenue Act of 1934, which amended Section 1108 (a) of the 1926 Act to read:

"(a) The Secretary, or the Commissioner with the approval of the Secretary, may prescribe the extent, if any, to which any ruling, regulation, or Treasury Decision, relating to the internal revenue laws, shall be applied without retroactive effect." [Italics supplied.]

The discretion vested in the Treasury was now complete. The Treasury could determine not only whether changes in regulations were to be retrospective in all cases, but it was given the further power of declaring the exact extent of retroactivity. Thus, under the new provisions, the Treasury might provide for a change in regulations that would operate retroactively for any designated period. The committee reports leave no doubt whatever that this was the purpose of these provisions. The House Ways and Means Committee unambiguously explained the amended provisions as follows (H. Rep. No. 704, 73rd Cong., 2nd Sess., p. 38):

This section amends section 1108 (a) of the Revenue Act of 1926, as amended, so as to permit the Secretary, or the Commis-

sioner with the approval of the Secretary, to prescribe the extent, if any, to which any regulation, Treasury Decision, or ruling relating to internal revenue taxes shall be applied without retroactive effect. The amendment extends the right granted by existing law to the Treasury Department to give regulations and Treasury Decisions amending prior regulations or Treasury Decisions prospective effect only, by allowing the Secretary, or the Commissioner with the approval of the Secretary, to prescribe the exact extent to which any regulation or Treasury Decision, whether or not it amends a prior regulation or Treasury, Decision, will be applied without retroactive effect. The amendment furthermore permits internal revenue rulings as well as regulations or Treasury Decisions to be applied without retroactive effect. Regulations, Treasury Decisions, and rulings which are merely interpretive of the statute, will normally have a universal application, but in some cases the application of regulations, Treasury Decisions, and rulings to past transactions which have been closed by taxpayers in reliance upon existing practice, will work such inequitable results that it is believed desirable to lodge in the Treasury Department the power to avoid these results by applying certain regulations, Treasury Decisions, and rulings with prospective effect only. [Italics supplied.]

A similar statement was made by the Senate Finance Committee. S. Rep. 558, 73rd Cong., 2nd Sess., p. 48.

The history of these provisions plainly shows, we submit, that Congress intended the Treasury to have full and complete discretion to determine to what extent changes in regulations are to operate retroactively. Nowhere in the legislative history is there the slightest suggestion that the Treasury's discretion was to be limited, in the language of Helvering v. Reynolds Tobacco Co., merely "to correct misinterpretations, inaccuracies, or omissions." 306 U.S. at 116. The broad sweep of the statutory provisions themselves and the clear and persistent. statements appearing in the committee reports afford no support whatever for limitation imposed upon those provisions by the Reynolds decision. In the circumstances, we think it peculiarly abpropriate to ask the Court to reconsider its decision in the Reynolds case.

Under the foregoing provisions of the revenue law, it is plain that the Commissioner had statutory authority to apply the 1936 Regulations to the transactions here in controversy. And we respectfully submit that the only question remaining is whether the exercise of that authority in the circumstantes is so arbitrary as to be violative of due process.

Since the officers of the Government who administer the tax laws are probably in a better position to know whether any particular regulation would be oppressive if given retroactive application, the Congress wisely left it to the Commissioner and the Secretary in each instance to determine whether and to what extent a particular regulation would operate without retroactive effect. And to the extent that equities may be thought to arise merely from the passing of long periods of time, Congress apparently felt that taxpayers would be sufficiently protected by the statute of limitations.

That the amendment in the instant case was neither arbitrary nor oppressive is clear. Unlike the regulation in the Reynolds case which had announced the nontaxability of a certain transaction, the regulation here simply deals with the measure of tax upon a concededly taxable transaction. When petitioner made the gifts in question she knew that they would be subject to tax, and since the tax is upon the amount of money or property which passes from the donor, there is nothing arbitrary or capricious about subsequent provisions which make it clear that the tax is to be measured by the amount which the taxpayer had donatively expended. Cf. Paramino Co. v. Marshall, 309 U. S. 370, 378; Graham & Foster v. Goodcell, 282 U. S. 409, 429; Hecht v. Malley, 265 U. S. 144, 164; Swayne & Hoyt, Ltd. v. United States, 300 U.S. 297, 302.

A similar objection under the Fifth Amendment was made to a statutory change in the estate-tax rates in *Milliken* v. *United States*, 283 U. S. 15. There a decedent who had made a gift in contem-

plation of death while the Revenue Act of 1916 was in effect, died after the enactment of the Revenue Act of 1918 which imposed an estate tax at much higher rates than under the 1916 Act. In sustaining the tax at the higher rates, the Court said (p. 23):

Not only was the decedent left in no uncertainty that the gift he was then making was subject to the provisions of the existing statute, but in view of its well understood purpose he should be regarded as taking his chances of any increase in the tax burden which might result from carrying out the established policy of taxation under which substitutes for testamentary gifts were classed and taxed with them.

Cf. Cohan v. Commissioner, 39 F. (2d) 540, 548 (C. C. A. 2d); United States v. Hudson, 299 U.S. 498.

Accordingly, if the 1936 Regulations had been enacted by Congress there could be no doubt as to their validity. However, Congress has specifically given the Commissioner the power to promulgate such retroactive regulations. He has exercised that power in this case, and in so doing he not only acted within his statutory authorization but acted within the constitutional requirements of due process. To the extent that the *Reynolds* decision denies that power to the Commissioner it is in square conflict with the unambiguous terms of a valid statute. That decision transfers to the courts the discretion

which Congress lodged with the Commissioner. It is erroneous and should be overruled.

CONCLUSION

The 1936 Regulations are applicable and valid. The decision of the Circuit Court of Appeals should be affirmed.

Respectfully submitted.

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JANUARY 1941.

APPENDIX

Revenue Act of 1932, c. 209, 47 Stat. 169:

SEC. 501. IMPOSITION OF TAX.

(a) For the calendar year 1932 and each calendar year thereafter a tax, computed as provided in section 502, shall be imposed upon the transfer during such calendar year by any individual, resident or nonresident, of property by gift. * * * (U, S. C., Title 26, Sec. 550).

SEC. 506. GIFTS MADE IN PROPERTY.

If the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the gift (U. S. C., Title 26, Sec. 555):

SEC. 530. RULES AND REGULATIONS.

The Commissioner, with the approval of the Secretary, shall prescribe and publish all needful rules and regulations for the enforcement of this title.

Treasury Regulations 79, issued under the Revenue Act of 1932, promulgated February 26, 1936:

ART. 2. Transfers reached.—The statute imposes a tax whether the transfer is in trust or otherwise, whether the gift is direct or indirect, and whether the property is real or personal, tangible or intangible. * * * In the following examples of transactions resulting in taxable gifts, it will be understood that the transactions occurred after the date of the enactment of the statute (June 6, 1932), and were not for an adequate

and full consideration in money or money's worth:

(5) If the insured assigns a life insurance policy, or designates a beneficiary in such a policy, but does not retain what amounts to a power of revocation (as, for example, the right to surrender or cancel the policy, the right to obtain a loan against the policy or its surrender value, or a right to change the beneficiary or assignee, if by the exercise of such latter right the proceeds of the policy might be made payable to the insured, his estate, or otherwise for his benefit), such assignment or designation constitutes a gift, even though the right of the assignee or beneficiary to receive the proceeds is conditioned upon his surviving the insured. For the valuation of policies of life insurance, see subdivision (9) of article 19.

(6) If there is an irrevocable gift of a policy of life insurance and the insured thereafter pays premiums thereon, each premium payment is a gift in the amount

thereof.

ART. 19. Valuation of property.—(1) General.—The statute provides that if the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the gift. The value of the property is the price at which such property would change hands between a willing buyer and a willing seller, neither being under any compulsion to buy or to sell.

⁽⁹⁾ Life insurance and annuity contracts.—The lue of a life insurance contract or of a contract for the payment of an annuity issued by a company regularly en-

gaged in the selling of contracts of that character is established through the sale of the particular contract by the company, or the sale by the company of comparable contracts. As valuation through sale of comparable contracts is not readily ascertainable when the gift is of a contract which has been in force for some time and on which further premium payments are to be made, the value may be approximated, unless because of the unusual nature of the contract such approximation is not reasonably close to the full value, by adding to the interpolated terminal reserve at the date of the gift the proportionate part of the gross premium last paid before the date of the gift which covers the period extending bevond that date.

The example given below, so far as relating to life insurance contracts, are of gifts of such contracts on which there are no accrued dividends or outstanding indebtedness.

Example: A donor purchases from a life insurance company for the benefit of another a life insurance contract or a contract for the payment of an annuity; the value of the gift is the cost of the contract.

Example: A donor owning a life insurance policy on which no further payments are to be made to the company (e. g., a single premium policy or paid-up policy) makes a gift of the contract. The value of the gift is the amount which the company would charge for a single premium contract of the same specified amount on the life of a person of the age of the insured.

Example: A gift is made four months after the last premium due date of an ordi-

nary life insurance policy issued nine years and four months prior to the gift thereof by the insured, who was 35 years of age at date of issue. The gross annual premium is \$2,811. The computation follows:

Terminal reserve at end of tenth year \$14,601.00 Terminal reserve at end of ninth year 12,965.00

Increase 1, 636.00
One-third of such increase (the gift having been made four months following the last preceding premium due date), is \$545.33
Terminal reserve at end of ninth year 12, 965.00

Value of the gift _____ 15, 384. 33

Treasury Regulations 79, October 30, 1933, edition:

ART. 2. Transfers reached.—The statute imposes a tax whether the transfer is in trust or otherwise, whether the gift is direct or indirect, and whether the property is real or personal, tangible or intangible. * * * In the following examples of transactions resulting in taxable gifts, it will be understood that the transactions occurred after the date of the enactment of the statute (June 6, 1932), and were not for an adequate and full consideration in money or money's worth:

(5) The irrevocable assignment of a life insurance policy, or the naming of the beneficiary of a policy without retaining any of the legal incidents of ownership therein, constitutes a gift in the amount of the net cash surrender value, if any, plus the prepaid insurance adjusted to the date of the gift.

(6) Where premiums on a life insurance policy are paid by an insured who has none

of the legal incidents of ownership in the policy, and the beneficiary is other than the insured's estate, each premium payment is a gift in the amount thereof.

ART: 19. Valuation of property.—(1) General.—The statute provides that if the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the gift. The value of property is the price at which such property would change hands between a willing buyer and a willing seller, neither being under any compulsion to buy or to sell. Where the property is sold within a reasonable period after the date of the gift, and it is shown that the selling price reflects the fair market value thereof as of the date of the gift, the selling price will be accepted as the amount of the gift. All relevant facts and elements of value should be considered in every case.

(7) Annuities, life, remainder, and reversionary interests.—Where the donor purchases from a life insurance company or other company issuing annuity contracts, an annuity for the donce, the value of the gift is the cost to the donor, * * *

G. C. M. 13147, XIII-1 Cumulative Bulletin 358 : (1934):

Regulations 79, Article 2: Transfers reached.

XIII-22-6820
(Also Section 506 and Article 17.)

G. C. M. 13147

Computation of the value of an irrevocably assigned life insurance policy for gift tax purposes.

A ruling is requested as to the proper method of computing the value of a life in-

surance policy, for gift tax purposes, which was irrevocably assigned on April 1, 1933, without consideration.

Section 501 of the Revenue Act of 1932 imposes a tax upon all transfers of property by any individual after June 6, 1932, to the extent that they are donative in character and exceed the authorized deductions.

Section 506 of that Act provides that—

"If the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the gift."

Article 2 of Regulations 79 reads in part

as follows:

"The statute imposes a tax whether the transfer is in trust or otherwise, whether the gift is direct or indirect, and whether the property is real or personal, tangible or

intangible. * * *

"(5) The irrevocable assignment of a life insurance policy, or the naming of the beneficiary of a policy without retaining any of the legal incidents of ownership therein, constitutes a gift in the amount of the net cash surrender value, if any, plus the prepaid insurance adjusted to the date of the gift."

A life insurance policy in the amount of \$100,000 taken out on January 1, 1928, was irrevocably assigned by the insured on April 1, 1933, without consideration. The annual premium of \$2,849 was payable in advance on January 1. The policy provides in part

as follows:

"The cash surrender value shall be the reserve on the face of the policy at the end of the insurance year or, event of default, at the date of default (omitting fractions of a dollar per thousand of insurance) and the reserve on any outstanding paid-up ad-

ditions, under section 2, option (c), plus any dividends standing to the credit of the policy, under section 2, option (d), and less a surrender charge for the third to the ninth years, inclusive, of not more than 1½ percent of the face of the policy. Such reserve will be computed on the basis of the American Table of Mortality and interest at 3 percent, and the amount of paid-up insurance under (2) and the term of the continued insurance and amount of pure endowment under (3) will be computed on the same basis at the attained age of the insured on the date of default.

"The values in the table opposite are computed in accordance with the above provisions, assuming that premiums have been paid in full when due for the number of years stated, that there is no indebtedness to the company, no outstanding paid-up additions, no dividends standing to the credit of the policy and that no dividends have been applied on the accelerative endowment plan; the surrender charge, if any, has been de-

ducted."

After the policy has been in force for a period of four years the cash surrender value for each \$1,000 of the face amount is \$46, and after the policy has been in force for a period of five years the cash surrender value for each \$1,000 of the face amount is \$63. All premiums were paid when due, no indebtedness was due the company by the holder prior to assignment, and there were no paid-up additions and no dividends standing to the credit of the policy.

It is to "the net cash surrender value, if any," that the addition of "the prepaid insurance adjusted to the date of the gift" (article 2, Regulations 79) is to be made.

The word "prepaid," meaning in advance or beforehand, obviously refers to a payment antedating the making of the gift. Fundamentally, life insurance, like other insurance, is simply a contract. By paying premiums the insured obtains the promise of the insurer to pay money on the former's death, or before that event. As such promise by the insurer is "insurance," and is bought by the premium payments, the two words, "prepaid insurance," manifestly mean a premium payment made before the gift to obtain the promise of the insurer. That promise may be to pay a sum in cash on surrender of the policy contract, or, if not surrendered to pay the face of the policy on the insured's death. Whatever the terms of the promise, the obtaining or purchasing thereof is through premium payments.

The following examples illustrate the Bureau's interpretation of the meaning of the concluding clause of subdivision (5) of article 2, Regulations 79, reading—"plus the prepaid insurance adjusted to the date of

the gift":

"I. In a case there the cash surrender value of the policy at the end of the insurance year 1932 was \$4,600, and where such value was increased to \$6,300 immediately upon the payment on January 1, 1933, of the \$2,849 premium due for the insurance year 1933, the amount of the gift on April 1, 1923, the date on which the policy was irrevocably assigned, was \$6,300, representing the cash surrender value of the policy, plus \$861.75, representing the prepaid insurance adjusted to the date of the gift. (Premium paid January 1, 1933, \$2,849 less \$1,700, the additional cash surrender value created by the

payment of such premium, and less \$287.25, representing the earned premium from January 1 to April 1, 1933; \$2,849-\$1,700=

1.149 - 287.25 = 861.75

"2. In a case where the premium was duly paid for the insurance year 1933, where the cash surrender value of the policy at the end of the insurance year 1932 was \$4,600, where the cash surrender value was increased to \$6,300 at the end of the insurance year 1933, and where the cash surrender value of \$6,300 was adjustable to the date of surrender of the policy, the amount of the gift on April 1. 1933, the date on which the policy was irrevocably assigned, was \$5,025 (representing the cash surrender value adjusted to April 1, 1933), plus the present worth of \$1,275 (the balance added to the cash surrender value at the end of the insurance year 1933), plus \$861.75, representing the unearned premium adjusted to the date of the gift and computed in the manner set forth example 1.

"3. In a case where the \$2.849 premium was duly paid for the insurance year 1933, where the cash surrender value of the policy at the end of the insurance year 1932 was \$4,600, where that value was increased to \$6,300 at the end of the insurance year 1933, and where the cash surrender value of \$6,300 was not adjustable to the date of surrender, of the policy, the value of the gift on April 1, 1933, the date on which the policy was irrevocably assigned, was \$4,600 (representing the cash surrender value of the policy), plus the present worth of \$1,700, the amount added to the cash surrender value at the end of the insurance year 1933, plus \$861.75, representing the unearned premium adjusted to

the date of the gift and computed in the man-

ner set forth in example 1.'

In view of the foregoing, it is held that, where the insured makes a gift of the insurance to another, the insured having theretofore paid a premium in purchase of the insurer's promise, which promise covers a period not yet elapsed when the gift is made, the value of the gift includes (as illustrated. in the foregoing examples) the net cash surrender value of the policy at the date of the gift and that proportionate part of the premium paid before the gift, which covers a period extending beyond the gift. When the premium payment purchases the right to an increased cash surrender value, which is not available until the end of the policy year, a discount is required in arriving at its present worth as of the date of the gift.

ROBERT H. JACKSON, General Counsel, Bureau of Internal Revenue.

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IN THE

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Supreme Court of the United States

OCTOBER TERM, 1940

NO. 92.

FLORENCE GUGGENHEIM, Petitioner,

V.

ALMON G. RASQUIN, Individually and as United States Collector of Internal Revenue for the First District of New York, Respondent.

NO. 486.

MADELEINE D. POWERS, Petitioner,

v.

COMMISSIONER OF INTERNAL REVENUE, Respondent.

On Writs of Certiorari to the United States Circuit Courts of Appeals for the Second Circuit and First Circuit.

BRIEF OF AMICUS CURIAE IN BEHALF OF MARTHA F. MASON.

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BRIEF OF AMICUS CURIAE IN BEHALF OF MARTHA F. MASON.

This Brief of Amicus Curiae in behalf of Martha F. Mason is filed with the consent of Counsel for the Petitioners and Counsel for the Respondents.

I

PRELIMINARY STATEMENT.

Mrs. Martha F. Mason is the Petitioner in the case of Martha F. Mason v. Commissioner of Internal Revenue, Respondent, which is at present pending before the United States Board of Tax Appeals, Docket No. 92,376, on Petition for Redetermination of a deficiency gift tax for the year 1935 determined by the Commissioner in the amount of \$32,983.18, which alleged deficiency arises because of the determination by the Commissioner that eight single premium life insurance policies purchased by Mrs. Mason in December, 1935, and by her irrevocably assigned in December, 1935, should be valued for gift tax purposes at the amount of the premiums paid, \$356,867.80, rather than at the cash surrender value of said policies at the date of the gift, \$298,784.48.

The Commissioner determined that, for gift tax purposes, the value of said life insurance policies as of the date of the gift was represented by the cost of the contracts in accordance with Article 19 (9) of Regulations 79 (1936 Edition) instead of by the cash surrender values of the contracts in accordance with Article 2 (5) of Regulations 79 (1933 Edition) in effect at the date of the gift.

II.

QUESTIONS PRESENTED.

- 1. What is the proper basis for the determination of the value for gift tax purposes of single premium life insurance policies made the subject of gift by the insured in 1935?
- 2. When the Commissioner has issued regulations interpretative of a statute imposing a gift tax following which the provisions of the statute are re-enacted by Congress without change, may the Commissioner thereafter apply retroactively a new regulation changing his already-established interpretation so as to increase the tax upon already-consummated transactions?

III.

ARGUMENT.

1. The proper basis for the determination of the value for gift tax purposes of single premium life insurance policies made the subject of gift by the insured in 1935, following their purchase, is the cash surrender value at the date of the gift.

A brief history of the Gift Tax and of the Commissioner's Regulations relative thereto may be helpful to an understanding of the questions at issue.

The first Gift Tax Act was contained in the Revenue Act of 1924, but it was omitted from the Revenue Act of 1926.

The Revenue Act of 1932 (Title III) re-enacted the Gift Tax Act, and it has remained a part of the Internal Revenue Laws since and has been carried over into the Internal Revenue Code—Section 1000, et seq.

The Revenue Act of 1932, in making provision for the valuation of gifts made in property, provided (Section 506):

"If the gift is made in property, the value thereof at the date of the gift shall be considered the amount of the gift." (U. S. C. Title 26, Sec. 1005)

No change whatever has been made in the language of this section in succeeding Revenue Acts, and it has been carried over unchanged into the Internal Revenue Code (Section 1005). The first Regulations issued by the Commissioner dealing with and interpreting the provisions of the Gift Tax Act were Regulations 79 (1933 Edition). By Article 2 (5) of Regulations 79 (1933 Edition), it was provided, as follows:

"The irrevocable assignment of a life insurance policy, or the naming of the beneficiary of a policy without retaining any of the legal incidents of ownership therein, constitutes a gift in the amount of the cash surrender value, if any, plus, the prepaid insurance adjusted to the date of the gift."

Subsequent to the issuance of the aforesaid Regulations, the petitioners in the instant cases, as well as a number of others, including Martha F. Mason, whose cases have come before the lower courts on the same question, purchased single premium policies on their own lives, and, immediately or shortly thereafter, irrevocably assigned the policies to others, the assignments being made in such a way as to effect a gift of whatever interest in the policies the donors could assign. The donors filed gift tax returns for the year in which the assignments were made, and, in reliance upon and in accordance with the then extant Regulations of the Commissioner, returned as the value of the gifts the cash surrender values of the policies assigned. Shortly thereafter, in response to the request of the Treasury Department, the companies which had issued the policies of insurance made returns on official Treasury Department forms of the amount of the cash surrender values of the policies as of the date of the gifts.

On February 26, 1936, after the completion of the gifts in the instant cases, as well as in similar and related cases now before the lower courts, the Commission issued an amended edition of Regulations 79 wherein he completely changed the basis of value established in

the 1933 Edition and provided—Article 19 (9)—that the value for gift tax purposes of single premium policies (similar to those involved in the instant cases) should be the cost thereof.

It is respectfully submitted that Article 2 (5) of Regulations 79 (1933 Edition) was the fair and reasonable interpretation of Section 506 of the Gift Tax Act. Per contra, Article 19 (9) of Regulations 79 (1936 Edition) is an unreasonable and unjust interpretation of the language of Section 506 of the Gift Tax Act.

The Second Circuit Court in its decision in Case No. 92, Florence Guggenheim v. Rasquin, Collector, has chosen to regard the Commissioner's amended Regulations as presenting the fair interpretation of Section 506, and has referred to the original Regulations as "ambiguous." In support of this contention, there is cited in the Opinion an instance of a parent purchasing an automobile for \$1,000.00, the automobile to be delivered to a son as a gift. Inferring that there is an analogy, and calling attention to the reasonable inference that the son could not obtain the full purchase price for the car even on the date of its delivery, the Court concludes that the value of the gift in such case would be \$1,000.00, and sees in this example an analogy to be used in arriving at the proper basis for valuing insurance policies which are made the subject of gifts.

To quote the language of the Court:

"We see no difference in principle between that case (i. e., the gift of the car) and the case where the parent takes out a single premium paid-up life insurance policy and gives it to a son forthwith."

After having accepted the two instances of gifts as analogous, the Court comes rather summarily to its conclusion:

"The value of the policy is what the parent paid for the policy, not what the son might obtain for it by surrendering it to the insurance company."

Let us suppose that the Second Circuit Court, in lieu of the instance cited above, had used as an example a case where a man "A" had ordered from a tailor a suit made to order, for which "A" paid one hundred dollars (\$100.00); and that shortly after delivery of the suit, "A" gave it to "B". Could the Second Circuit Court have reasonably concluded that the value of "A's" gift to "B" of this suit, made to "A's" specifications, was equal to the amount that "A" had paid to the tailor? At the date of the gift, would such suit have a realizable value to "A", or to any other person, equal to its cost?

What the Second Circuit Court has apparently lost sight of is the fact that the automobile, which has been made the object of the illustrative gift, is a standardized unit, and that such unit would have the same value to any prospective purchaser of that model and make of automobile. However, in the case of a life insurance contract, we are dealing with a unique chose in action, a long term contract peculiarly adapted to the age and requirements of a particular person, which, although issued for a definite single premium, yet at any specific time following its issuance had no greater realizable value to a purchaser, a donee, or even the insured himself than the cash surrender value at that time.

The value of the insurance policy to the insured will vary according to social and moral factors and obligations which are peculiar to him, and it will be a value that cannot be expressed in monetary terms. Its value to any other person dealing at arms-length with the insured could never conceivably be more than what the insurance company would then be willing to pay upon the surrender of the policy to it. A prospective pur-

chaser or a person to whom the policy was assigned as a gift would have no interest, in the slightest degree, in policy reserves or in what the insured had paid for his policy or in the manner in which the amount of the premium paid was arrived at by the insurance company.

The First Circuit Court in the case of Commissioner v. Madeleine D. Powers has likewise agreed with the Commissioner's second interpretation as expressed in the amended edition of Regulations 79 (1936 Edition), Article 19 (9), citing the case of Guggenheim v. Rasquin, supra, as a precedent, if not a controlling authority. The reasoning of the Court in the Powers case appears to be that because insurance policies, once having been taken out, are not bought and sold in the market place like shares of stock or bushels of wheat, therefore their value as gifts must be assumed to be the premiums which the donors had paid to the insurance companies. The Court rejects the "fallacy" that the cash surrender value is the proper basis for arriving at the value of a policy. It endeavors to demonstrate that such basis is fallacious by pointing out that in at least one of the policies (in the Powers case), the insurance company was under no obligation to pay any cash surrender value during the first year of the policy's life.

It is quite correct, as the Court points out, that it could not be argued successfully that this policy had no value during its first year. However, it does not follow that the cash surrender value therefore is not the basis for determining the value of the policy. What the Court apparently fails to realize is that a fixed cash surrender value available at the end of one year can be realized upon by the insured at any time after the policy is issued by the simple expedient of assigning the policy to a third person who is willing to currently discount the obligation of the insurance company to pay a stated sum (cash

surrender value) one year after the policy has been issued.

The Court endeavors to bolster its conclusion by taking judicial notice of the fact that single premium policies have apparently no depreciation but constantly increase in value with the lapse of time. It regards this feature of a life insurance contract as indicating that the lowest value a single premium policy has is its cost and that from the date of its issuance, such value must inevitably increase.

But the only basis which is disclosed in the Court's opinion (and in the Record for that matter) for the conclusion that single premium policies invariably increase in value is the fact that their cash surrender values are larger each year than the preceding year. At the inception of the policy, however, such value is lower than the cost of the policy and a considerable lapse of time (necessarily at least several years his required for the cash surrender value to equal the single premium paid.

No one would question that had the donors in the Guggenheim and Powers cases retained their policies a year and then made gifts of them, the taxable value of the gifts would have been greater than it was at the time the gifts were actually made. Simply by reference to the Tarle of Cash Surrender Values in the respective policies, the progressive increase in realizable values of the policies can be ascertained, and it is this cash surrender value changing and increasing as it does from year to year that measures the actual value of the gift. And even in the case of single premium policies some considerable lapse of time is required before realizable value equals the amount of the premium paid.

In the case of single premium policies such as those involved in the present cases, cost cannot be taken as a

true measure of their value. Each policy is a chose in action made to order. Its value in money or in money's worth can no longer be said to be as much as the insured paid for it. This factor of uniqueness necessarily reduces the value of the policy in the case of a purchaser or donee to the then cash surrender value of the policy. It is not what the insured bought but what he gave that is the subject of the Gift Tax and the only sound and proper basis for valuation for Gift Tax under Section 506 of the Revenue Act is the realizable value of such gift, or to quote said Section 506:

" * the value thereof at the date of the gift"

We do not know of an instance where cost has been accepted as the proper basis of valuation in the case of property which has an instantly realizable money value. In fact, the Courts have quite generally refused to recognize cost as the proper basis or at least the sole basis even in the case of property which does not have a readily realizable cash value. Denver Union Stock Yards v. United States, 304 U. S. 470, 479; Minnesota Rate Cases, 230 U. S. 352, 454.

Surely if this Court has taken such a position with respect to the valuation of a railroad system or a public utility, the liquidation of which would necessarily require great effort over a long period of time, it could hardly be contended that cost was a factor determinative of the value of a life insurance policy which had a readily realizable cash value. The cost or "reproductive" value, for which the Commissioner here contends, is particularly inapplicable to a life insurance contract for the very reasons which have been hereinbefore set forth, i. e., the unique character of the contract as peculiarly adapted to the age, health and family relationship of the insured, but which has no such value to a purchaser or

Argument.

donee. Furthermore, in accordance with the agreement of the parties expressed in the instrument, such life insurance contract itself, sets forth the value attributable thereto during lifetime, as well as the value at death.

Gifts such as those made in the instant cases and in related cases were not gifts of premiums to the donees. The premiums were paid to the insurance companies, and, in return for the premiums, contracts of insurance were issued upon the lives of the insured (the donors) thereby creating unique choses in action. True, the donor, by assignment in each case, gave away all that he could. But while the insured paid the premium in consideration for the policy, all that he, the insured, as the donor could give away was the chose in action, a contract payable according to its terms, which gave to it specified realizable values at stated periods and which had a lesser value at the date of the gift than its cost, because, by the very manner of its creation, it had been tailored and measured to fit the donor and the donor alone.

The measure of the gift is what the donor or donee could have received upon a sale or surrender of the policy, as of the date of the gift (any time after it had been issued).

It has been urged before the lower courts, and may also be urged in the instant cases, that, in the case of Lucas v. Alexander, 279 U. S. 573, this Court has rejected the "Cash surrender value" as a measure of value of an insurance policy as of any given date. That case, however, dealt with an insurance policy which, during the lifetime of the insured, had already matured in an amount in excess of the aggregate of premiums paid in; and the only question involved was the determination of the value of the policy as of March 1, 1913, the policy having been taken out before that date, in order to fix

the amount of gain to the insured taxable for his income tax purposes.

Quite correctly, this Court rejected the argument of the Collector of Internal Revenue that for income tax purposes of the insured the cash surrender value as of March 1, 1913 of a policy which had matured was the cost basis thereof. To accept such an argument would have made disproportionately large the amount of the gains which had accrued since March 1, 1913, and would have made disproportionately small those which had occrued prior to March 1, 1913.

In no case, so far as we know, decided by the Board of Tax Appeals or any other Court, has the Government proved or attempted to prove by testimony or otherwise * * the value thereof at the date of the gift * * *" of single premium life insurance policies, the subject of a gift. On the contrary, it has relied entirely on the single standard arbitrary dictum set up by the Commissioner in his regulations issued in 1936 that the value of the gift is the cost of the policy, ignoring all of the usual and ordinary elements of value, and despite the specific provision contained in Regulations 79 (1933 Edition) and carried even into the 1936 Edition of those Regulations (Art. 19 (1)) that "All relevant facts and elements should be considered in every case." On the other hand, in most, if not all of these cases, the taxpayers have proved by competent testimony (and such testimony has not been rebutted by the Commissioner) that such policies have no higher or greater value at the date of the gift than the cash surrender value and that the cash surrender value is the fair market value.

For the reason that the 1933 Edition of Regulations 79 appears to correctly and reasonably interpret Section 506 of the Revenue Acts of 1932, 1935 and 1936, and for the further reason that Article 19 (9) of the Amended

Regulations 79 appears to interpret Section 506 incorrectly, it is respectfully urged that the decisions of the First and Second Circuit Courts in the instant cases be reversed.

2. When the Commissioner has issued regulations interpretative of a statute imposing a gift tax following which the provisions of the statute are re-enacted by Congress without change, the Commissioner may not thereafter apply retroactively a new regulation changing his already-established interpretation so as to increase the tax upon already-consummated transactions.

The Revenue Act of 1932, as hereinbefore stated, reenacted as "Title III" a Gift Tax Act. The effective date of the Revenue Act of 1932 was June 6, 1932.

The Re line Act of 1934 was enacted May 10, 1934, and it amended the Gift Tax Act and made certain changes in the rates of tax. No change, however, was made in Section 506 of said act.

The Revenue Act of 1935 was enacted August 30, 1935, and made further amendments to the Gift Tax Act. No change, however, was made in Section 506.

The Revenue Act of 1936, which was enacted June 22, 1936, made no amendments to any section of the Gift Tax Act.

Article 2 (5) of Regulations 79 (1933 Edition) remained in full force and effect from its publication in 1933 until February 26, 1936, shortly before the enactment of the Revenue Act of 1936. That is to say, during the period of its unquestionable force and validity, two successive Revenue Acts were passed by Congress and were approved by the President, both of which Acts dealt with provisions of the Gift Tax Act.

The rule as to the effect of a Regulation interpreting a Statute which has been re-enacted without change, following such interpretation, has been stated in Paul and Mertens "The Law of Federal Income Taxation" Volume 1, Section 3.19, as follows:

"It is a well-settled rule and one frequently resorted to in the interpretation of taxing statutes, that an executive construction of an act is given special sanction where Congress re-enacts without change the statute so interpreted by the executive department. The absence of change in the later act is highly persuasive evidence of a legislative approval of the regulation construing the earlier act. The rule stated is of special force and effect where the departmental construction in question has been repeated and long continued, if valuable property rights have been based on the departmental construction, " * ""

This Court has spoken only recently of the effect of such unchanged interpretations, and in the case of Helvering, Commissioner of Internal Revenue, v. Winmill, 305 U.S. 79, has said: (page 83)

"Treasury regulations and interpretations long continued without substantial change, applying to unamended or substantially re-enacted statutes, are deemed to have received congressional approval and have the effect of law."

This Court, also, in an earlier decision, in the case of United States v. Dakota-Montana Oil Company, 288 U. S. 459, said: (page 466)

"The administrative construction must be deemed to have received legislative approval by the re-enactment of the statutory provision without material change. Murphy Oil Co. v. Burnet, 287 U. S. 299; Brewster v. Gage, 280 U. S. 327, 337."

It would seem that since Section 506 of the Revenue Act of 1932 fixed no other measure for the basis of taxation than that of "value" an interpretation or ruling by the Commissioner with respect to certain subjects of gifts, such as life insurance policies, was proper. As has heretofore been stated, such interpretation was forthcoming in the 1933 Edition of Regulations 79. Therein, it was provided that the value should be the cash surrender value as of the date of the gift. Such interpretation was a fair and reasonable construction of the statute and furnished a simple and practicable measuring stick and one with which banks and other third parties, who entered into financial transactions having relationship to the value of life insurance policies, would be in accord.

That interpretation continued in full force and effect while two successive Revenue Acts were enacted and, as this Court has said in the case of McCaughn v. Hershey Chocolate Company, 283 U. S. 488, on page 492 of the Opinion:

"Possible doubts as to the proper construction of the language used should be resolved in the light of its administrative and legislative history. Shortly after the adoption of the 1918 Act, Art. 22 of Regulations 47, May 1, 1919, announced that 'Candy within the meaning of the act includes " sweet chocolate and sweet milk chocolate, whether plain or mixed with fruit or nuts.' This continued to be the ruling of the Treasury Department until the repeal of the tax by \$ 1100 (a) of the Revenue Act of 1924, 43 Stat. 253, 352.

"The administrative construction was upheld in 1922 by Malley v. Walter Baker & Co., supra, the only case, other than the present, which has considered it. The provision has been consistently enforced as construed, was re-enacted by Congress in the 1921 Act, and remained on the statute books

without amendment until its repeal. Such a construction of a doubtful or ambiguous statute by officials charged with its administration will not be judicially disturbed except for reasons of weight, which this record does not present. See Brewster v. Gage, 280 U. S. 327, 336; Universal Battery Co. v. United States, 281 U. S. 580, 583; Fawcus Machine Co. v. United States, 282 U. S. 375, 378. The reactment of the statute by Congress, as well as the failure to amend it in the face of the consistent administrative construction, is at least persuasive of a legislative recognition and approval of the statute as construed. See National Lead Co. v. United States, 252 U. S. 140, 146. We see no reason for rejecting that construction."

Congress has dealt with the validity and effectiveness of Regulations issued by the Commissioner or the Treasury Department in the Revenue Act of 1926, and, in Section 1108, paragraph (a), the following was provided:

"(a) In case a regulation or Treasury decision relating to the internal revenue laws, made by the Commissioner or the Secretary, or by the Commissioner with the approval of the Secretary is reversed by a subsequent regulation or Treasury decision, and such reversal is not immediately occasioned or required by a decision of a court of competent jurisdiction, such subsequent regulation or Treasury decision may, in the discretion of the Commissioner, with the approval of the Secretary, be applied without retroactive effect."

This section was amended by the Revenue Act of 1928, (Section 605), which provided as follows:

"In case a regulation or Treasury decision relating to the internal revenue laws is amended by a subsequent regulation or Treasury decision, made by the Secretary or by the Commissioner with the approval of the Secretary, such subsequent regulation or Treasury decision may, with the approval of the Secretary, be applied without retroactive effect."

This, again, was amended by the Revenue Act of 1934, (Section 506) which provided as follows:

"The Secretary, or the Commissioner with the approval of the Secretary, may prescribe the extent, if any, to which any ruling, regulation, or Treasury Decision, relating to the internal revenue laws, shall be applied without retroactive effect."

In speaking of the Amendment, as above quoted from the Revenue Act of 1928, this Court has recently said in its Opinion in the case of Helvering, Commissioner of Internal Revenue, v. R. J. Reynolds Tobacco, Company, 306 U. S. 110, the following: (Pages 116 and 117)

"It is clear from this provision that Congress intended to give to the Treasury power to correct misinterpretations, inaccuracies, or omissions in the regulations and thereby to affect cases in which the taxpayer's liability had not been finally determined, unless, in the judgment of the Treasury, some good reason required that such alterations operate only prospectively. The question is whether the granted power may be exercised in an instance where, by repeated re-enactment of the statute, Congress has given its sanction to the existing regulation.

"Since the legislative approval of existing regulations by re-enactment of the statutory provision to which they appertain gives such regulations the force of law, we think that Congress did not intend to authorize the Treasury to repeal the rule of law that existed during the period for which the tax is imposed. We need not now determine whether, as

has been suggested, the alteration of the existing rule, even for the future, requires a legislative declaration or may be shown by re-enactment of the statutory provision unaltered after a change in the applicable regulation. As the petitioner points out, Congress has, in the Revenue Acts of 1936 and 1938. retained § 22-(a) of the 1928 Act is hase verba. From this it is argued that Congress has approved the amended regulation. It may be that by the passage of the Revenue Act of 1936 the Treasury was authorized thereafter to apply the regulation in its amended form. But we have no occasion to decide this question since we are of opinion that the reenactment of the section, without more, does not amount to sanction of retroactive enforcement of the amendment, in the teeth of the former regulation which received Congressional approval, by the passage of successive Revenue Acts including that of 1928."

The sections of the Internal Revenue Acts quoted above and the opinions of this Court cited above determine conclusively that the Commissioner cannot apply retroactively an amended and changed regulation, issued in 1936, to gifts concluded in 1935 under an existing regulation, issued in 1933, which had received the legislative approval of Congress in the passage of two succeeding. Revenue Acts making no change in the section of the Act to which the 1933 regulation applied.

CONCLUSION.

In conclusion, we submit that the decisions below in Guggenheim v. Rasquin, 110 Fed. (2d) 371, and Powers v. Commissioner, 115 Fed. (2d) 209, are erroneous and should be reversed.

Respectfully submitted,

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SUPREME COURT OF THE UNITED STATES.

No. 92.—OCTOBER TERM, 1940.

Florence Guggenheim, Petitioner,

Martha E. Rasquin, Administratrix of the Estate of Almon Q. Rasquin, Deceased.

On Writ of Certiorari to the United States Circuit Court of Appeals for the Second Circuit.

[February 3, 1941.]

Mr. Justice Douglas delivered the opinion of the Court.

It is provided in the Revenue Act of 1932 (47 Stat. 169, 248) that for gift-tax purposes the amount of a gift of property shall be "the value thereof at the date of the gift." § 506. This controversy involves the question of whether such "value" in case of single-premium life insurance policies, which are irrevocably assigned simultaneously with issuance, is cost to the donor or cash-surrender value of the policies. The case is here on a petition for certiorari which we granted because of a conflict among the Circuit Courts of Appeals as respects the proper method for valuation of such gifts made prior to 1936.2

In December, 1934, petitioner purchased, at a cost of \$852,438.50, single-premium life insurance policies on her own life in the aggregate face amount of \$1,000,000. At substantially the same time she assigned them irrevocably to three of her children. Her gift-tax return listed the policies at their asserted cash-surrender value³ of

¹ In conflict with the decision below are Commissioner v. Haines, 104 F. (2d) 354 (C. C. A. 3d); Helvering v. Cronin. 106 F. (2d) 907 (C. C. A. 8th); United States v. Ryerson, 114 F. (2d) 15. (C. C. A. 7th), discussed in Paul, Studies in Federal Taxation (3d series) pp. 403, et seq.

² Art. 19(9), Treasury Regulations 79, promulgated February 26, 1936, provides that replacement cost at the date of the gift is the measure of value of a single-premium life insurance policy.

³ The government asserts that none of the policies had a cash-surrender value prior to the expiration of one year. In view of our disposition of the case we do not stop to decide whether, in view of the pleadings and the stipulation, that position can be maintained here.

\$717,344.81. The Commissioner determined that the "value" of the policies was their cost and assessed a deficiency which petitioner paid. This is a suit for a refund. Judgment for petitioner in the District Court was reversed by the Circuit Court of Appeals. 110 F. (2d) 371.

We agree with the Circuit Court of Appeals that cost rather than cash-surrender value is the proper criterion for valuation of such gifts under § 506 of the Act.

Cash-surrender value is the reserve less a surrender charge. And in case of a single-premium policy the reserve is the face amount of the contract discounted at a specified rate of interest on the basis of the insured's expected life. If the policy is surrendered, the company will pay the cash-surrender value. It is asserted that the market for insurance contracts is usually the issuing companies or the banks who will lend money on them; that banks will not loan more than the cash-surrender value; and that if policies had an actual realizable value in excess of their cash-surrender value, there would arise a business of purchasing such policies from those who otherwise would surrender them. From these facts it is urged that cash-surrender value represents the amount which would be actually obtained for the policies in a willing buyer-willing seller market—the test suggested by Treasury Regulations 79, Art. 19(1), promulgated October 30, 1933.4

That analysis, however, overlooks the nature of the property interest which is being valued. Surrender of a policy represents only one of the rights of the insured or beneficiary. Plainly that right is one of the substantial legal incidents of ownership. See Chase National Bank v. United States, 278 U.S. 327, 335; Vance on Insurance (2d ed.) pp. 54-56. But the owner of a fully paid life insurance policy has more than the mere right to surrender it; he has the right to retain it for its investment virtues and to receive the face amount of the policy upon the insured's death. That these latter rights are deemed by purchasers of insurance to have substantial value is clear from the difference between the cost

⁴ Art. 19(1) provided: "... The value of property is the price at which such property would change hands between a willing buyer and a willing seller, neither being under any compulsion to buy or to sell. Where the property is sold within a reasonable period after the date of the gift, and it is shown that the selling price reflects the fair market value thereof as of the date of the gift, the selling price will be accepted as the amount of the gift. All relevant facts and elements of value should be considered in every case."

of a single-premium policy and its immediate or early cash-surrender value-in the instant case over \$135,000. All of the economic benefits of a policy must be taken into consideration in determining its value for gift-tax purposes. To single out one and to disregard the others is in effect to substitute a different property interest for the one which was the subject of the gift. this situation as in others (Susquehanna Power Co. v. State Tax Commission, 283 U. S. 291, 296) an important element in the value of the property is the use to which it may be put. Certainly the petitioner here did not expend \$852,438.50 to make an immediate gift limited to \$717,344.81. Presumptively the value of these policies at the date of the gift was the amount which the insured had expended to acquire them. Cost is cogent evidence of value. And here it is the only suggested criterion, which reflects the value to the owner of the entire bundle of rights in a single-premium policy—the right to retain it as well as the right to surrender it. Cost in this situation is not market price in the normal sense of the term. But the absence of market price is no barrier to valuation.5 Lucas v. Alexander, 279 U.S. 573, 579.

Petitioner, however, argues that cash-surrender value was made the measure of value by Art. 2(5), Treasury Regulations 79, promulgated October 30, 1933, which provided that the "irrevocable assignment of a life insurance policy constitutes a gift in the amount of the net cash surrender value, if any, plus the prepaid insurance adjusted to the date of the gift." The argument is that under this regulation the reserve in case of a single-premium policy covers the prepaid insurance and represents the entire value of the policy. The regulation is somewhat ambiguous. In our view it applied only to policies upon which current premiums were still being paid at the date of the gift, not to single-premium policies. Accordingly, the problem here involves an interpretation of the meaning of "value" in § 506 unaided by an interpretative regulation,

Asirmed.

⁵ In this connection it should be noted that Art. 19(1), supra, note 4, did not establish market price as the sole criterion of value.